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**Executive Board
Third Regular Session**

Rome, 23 - 26 October 2000

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

For approval



Distribution: GENERAL

WFP/EB.3/2000/8-B/2

19 September 2000

ORIGINAL: FRENCH

PROTRACTED RELIEF AND RECOVERY OPERATION— REPUBLIC OF THE CONGO 6265.00

Assistance to Populations Affected by Conflicts

Number of beneficiaries	342,000 (total over two years)
Female	239,400
Male	102,600
Duration of project	Two years (1 January 2001—31 December 2002)
Tonnage	19,412 tons
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Cost (United States dollars)	
Total food cost	7,143,405
Total cost to WFP	17,116,585
Total project cost	17,116,585

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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 point(s) indicated below, preferably well in advance of the Board's meeting.

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Executive Summary



The last armed conflict in the Republic of the Congo (1998/99) was particularly devastating. According to the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), it involved the displacement of 810,000 people (30 percent of the population), of whom some 600,000 have already returned to their places of origin. The most affected regions are in the South (Pool, Niari, Bouenza and Lekoumou). Food crop production, which was already in deficit was seriously affected. Various nutritional surveys undertaken by UNICEF and the NGO Action contre la faim (ACF) point to a deterioration of general health indicators. Women and children are the most vulnerable groups.

The Executive Board is asked to approve a protracted relief and recovery operation (PRRO) delivering 19,412 tons of food at a total cost of US\$17,116,585 to cover the needs of some 342,000 beneficiaries for a period of two years. The main component of this operation (61 percent) is protracted relief. This would involve free distribution of rations to destitute populations returning to their places of origin as well as to socially vulnerable or nutritionally at-risk groups, and the distribution of emergency seed-protection rations to farmers in areas that have only recently become accessible. The second component focuses on recovery through food-for-work projects in support of income-generating activities and the training of grass-roots communities in the regions hardest-hit by the conflict. The intervention strategy is based on experience gained and lessons drawn from execution of an ongoing emergency operation (EMOP 6109.01).

Activities will be implemented in collaboration with the Government, United Nations institutions and local and international NGOs. WFP's exit strategy will depend on how the social and political situation develops. A mid-term evaluation scheduled for the end of the first year of the operation will help formulate a phase-out strategy and prepare for handover to the Government and local communities.

The two-year project would require WFP to provide a total of US\$17,116,585, including US\$7,143,405 in food costs.

Draft Decision



The Board approves PRRO Republic of the Congo 6265.00—Assistance to Populations Affected by Conflicts (WFP/EB.3/2000/8-B/2).



CONTEXT AND RATIONALE FOR PROVIDING ASSISTANCE

Context of the Crisis

1. Since a national conference held in 1991, the Republic of the Congo has been hit by recurrent socio-political crises. In 1992, ethnic strife led to the displacement of more than 20,000 farmers from the Niari to the Pool region. This was followed by an armed conflict in 1997 between government forces and militias of the former government. In five months of fighting, some 350,000 people fled their homes to seek refuge in the interior or in neighbouring countries (Democratic Republic of the Congo, Gabon, Central African Republic). A truce in October 1997 was short-lived and brought little relief to displaced and refugee populations returning to Brazzaville. A series of skirmishes between militias loyal to the former government and forces of the Government in power since the previous war erupted into a new conflict in December 1998. The fighting proved more devastating than any before, causing the mass destruction of infrastructure and the loss of a huge number of human lives. Again, vast numbers of people—an estimated 810,000, or 30 percent of the population—were displaced internally and externally. According to UNHCR some 20,000 people fled over the borders into neighbouring countries.
2. In socio-economic terms, the conflicts exacerbated a situation that had been precarious enough to begin with. The massive displacement of populations and the destruction of agricultural, industrial and commercial infrastructure paralyzed all production activities. The most affected regions were in the south, including Pool, Niari, Bouéza and Lékoumou, which account for 70 percent of the nation's population and constitute the country's food and economic heartland.

SITUATION ANALYSIS

3. With its 2.8 million inhabitants (1998) and despite its oil resources, the Republic of the Congo is considered as one of the world's least developed countries and is classified as a low-income, food-deficit country (LIFDC). With a Human Development Index of 0.533, it ranks 135th out of the 174 countries listed in the UNDP Human Development Report for 1999. On 31 March 2000, the World Bank put the Congolese national debt at US\$6 billion. The high level of debt has forced the Government to adopt a series of austerity measures over the past decade, with dramatic consequences on the living conditions of the population.
4. The combined effects of economic difficulties and repeated socio-political crises have been to deepen poverty and impoverish and marginalize entire sectors of the population. Gross national product (GNP) per capita plummeted from US\$1,281 in 1985 to US\$700 in 1999, according to the report of a donors' mission to the country led by the World Bank in April-May 2000. According to the same source, while some 30 percent of the urban population lived below the threshold of poverty (less than a dollar a day per person) in 1990, the situation had worsened considerably over the past few years and the corresponding figure was now in the order of 70 percent. Large cuts in the Government's social spending and the destruction of socio-economic infrastructure have had dramatic consequences on health and education. According to the Ministry of Education, the gross enrolment rate dropped from 97 percent in 1997 to 68 percent in 1999. Less than 50 percent of school-age children have attended school regularly over the past two years



because of the large-scale destruction of infrastructure, frequent displacement of parents and financial difficulties. The same reasons have effectively barred some 70 percent of the population living in the regions worst-affected by the conflict from access to health services. The resurgence of diseases like poliomyelitis, haemorrhagic fever, tuberculosis and the high incidence of AIDS have contributed to an increase in morbidity and mortality rates. Average life expectancy has consequently decreased significantly, according to the World Health Organization (WHO), falling from 53.7 years in 1993 to 48.6 years in 1999.

5. Women, particularly women heads of household, have been hit specially hard by the poverty caused by war and by the financial crisis. After two armed conflicts, the number of women left to provide single-handed for families often including several children has grown considerably. Most such mothers are engaged in marginal activities. Although women represent 58 percent of the active agricultural population, only in rare cases are they allowed access to production factors. Given their low incomes, their access to food and basic social services is also very limited.

Food Security

6. The Republic of the Congo is characterized by a high rate of urbanization. More than 70 percent of the population lives on just 30 percent of the land in the south of the country, while 60 percent of Congolese dwell in the main cities (Brazzaville, Pointe Noire, Dolisie and Nkayi). Agriculture employs less than 35 percent of the active population, involves a mere 2 percent of arable land and contributes to just 13 percent of the gross domestic product (GDP). Lack of access to agricultural inputs and poor technical management have reduced agricultural production in the country to subsistence levels. The country's food deficit is therefore structural, and necessitates massive imports.
7. A joint WFP/FAO mission held from 18 to 30 January 1998 in the Republic of the Congo to evaluate food production and stocks calculated the national food deficit at 46,000 tons providing that scheduled imports arrived as planned. For 2000, FAO calculated import requirements at 140,000 tons of cereals. Food imports grew from 68.126 billion CFA francs in 1996 to 75.279 billion CFA francs in 1998.
8. As a result of the country's almost complete dependence on excessively high quantities of food imports, food prices soared after the last conflict to levels that the majority of the population cannot afford. A monthly survey of prices undertaken by WFP showed that they increased by more than 50 percent after the last conflict in December 1998. Large segments of the population, whose purchasing power has been dramatically eroded, today no longer have access to an adequate diet either quantitatively or qualitatively.

Beneficiary Needs

9. OCHA, the Ministry of Health and the Ministry for Humanitarian Activities estimate the number of IDPs and Congolese refugees in neighbouring countries at 810,000. Many began to return after the signature of peace agreements in December 1999. On 30 April 2000 some 600,000 people were estimated to have returned to their home areas, most of them in urban centres (60 percent). Their resettlement is taking place in difficult conditions, however, given large-scale destruction of socio-economic infrastructure and looting of private property. But returnees are also having to cope with food insecurity caused by the loss of their stocks and the absence of any agricultural production for two successive seasons. Attempts to revive food production in the affected regions are currently complicated by a lack of seeds, tools and other agricultural inputs.
10. With improved security in the country, United Nations agencies, NGOs and the Ministry for Humanitarian Activities have intensified joint missions in the newly accessible regions



(70 percent of affected regions). What emerges from those evaluations is that more than 40 percent of returnees over the regions as a whole have lost their former socio-economic equilibrium. The level of vulnerability of these civilian victims of conflict calls for sustained humanitarian assistance in several sectors, including: health, nutrition, support to renewed food production, rehabilitation of basic infrastructure and the social reintegration of young people. Data included in the evaluation were considered in the United Nations Consolidated Appeal (revised document) in June 2000.

11. On the basis of the joint evaluation undertaken with the Government's humanitarian agencies, NGOs and other institutions in the United Nations system, and taking into account the results of activities undertaken in the framework of the emergency operation currently being implemented (EMOP 6109.01), WFP estimates that the proposed PRRO will assist 342,000 beneficiaries over two years. Some 61 percent of resources will be allocated to protracted relief operations (11,830 tons of food out of 19,412 tons). Priority will be given to hitherto inaccessible areas which have failed to benefit from the current EMOP. It is hoped that given the continuing improvement in the security situation, those areas – some 30 percent of all regions affected by the conflicts—will soon become accessible again. That is why the majority of resources would go to protracted relief operations.

Previous WFP Assistance

12. Despite the closure of its office in the Republic of the Congo in 1996, WFP intervened with some 5,000 tons of food through Regional Emergency Operation 5624.00 targeted to war-affected populations in June 1997. That assistance was followed by EMOP 6109.00 approved in May 1999 in favour of 200,000 people affected by the 1998–99 conflict. The operation provided for 10,242 tons of commodities to be delivered at a cost of US\$7,056,138. It was originally due to begin in July 1999 but effectively only started in October, largely because of the late arrival of commodities in the country, which in turn stemmed from delays in donors' contributions. Insecurity and the inaccessibility of certain regions targeted by the operation prevented assistance from reaching 80,000 of the 200,000 intended beneficiaries. This justified the extension of the operation to April 2000, followed by the approval of a second phase (EMOP 6109.01) covering the period from May 2000 to January 2001.
13. The total cost of EMOP 6109.01 is US\$7,171,908. The operation aims to deliver 11,126 tons of food to 120,000 beneficiaries in order to improve and maintain their nutritional status. It also seeks to assist their socio-economic reintegration through support to the creation of micro-enterprises on a food-for-work (FFW) basis and through a scheme to protect seeds distributed by FAO and Catholic Relief Services (CRS). Generally speaking, the phase aims to reduce the prevalence of global malnutrition in the regions targeted.
14. The proposed PRRO aims to continue vulnerable group feeding among displaced populations returning to their home areas. It will assist their resettlement through a component supporting recovery activities.

Government Policies and Programmes

15. In response to the country's current crisis, the Government has drawn up an "Interim Post-Conflict Programme" (PIPC) covering the period 2000–2002. The three-year programme aims to move out of the current situation of crisis management into a phase of rehabilitation and reconstruction. Accent is placed on profound economic reform, the re-establishment of basic social services and the reduction of poverty. Given its limited



financial resources, however, the Government is finding difficulty in implementing the programme. Aware of the gravity of the situation, it has appealed to the international community to help in the achievement of socio-economic recovery.

16. As part of its crisis management efforts, the Government has created a Ministry for Humanitarian Activities which is working closely with humanitarian organizations in registering displaced persons and settling them on provisional sites. The Ministry is also promoting the return of refugee populations and their socio-economic reintegration into their home districts. It made a huge contribution to targeting beneficiaries for WFP assistance and to the monitoring and evaluation of food distributed in the various sites.
17. The signature in December 1999 of an agreement ending hostilities between the parties involved has helped re-establish normal security conditions. It also makes it possible for assistance to reach populations in areas that were previously inaccessible and to envisage making a start on rehabilitation activities.

Government's Request

18. On 5 May 2000 the Government, through its Ministry of Economy, Finance and Budget submitted to WFP a request for food aid aimed at assisting vulnerable groups and at providing support to its programme to rehabilitate basic social infrastructure and promote the socio-economic reintegration of individuals affected by armed conflicts.

Rationale

19. Civil strife has had a number of negative consequences on the lives of the populations involved. Particularly hard-hit were nutrition and health. According to a report by Médecins sans frontières (MSF, 1999), 70 percent of people registered in the various reception centres in Brazzaville between January and December 1999 were severely or moderately malnourished, while 25 percent of children under 5 were severely malnourished. That estimate was confirmed by nutritional surveys conducted by UNICEF and Action contre la faim, respectively, in November 1999 and March 2000. Their findings were that 18 percent of children under 5 in Brazzaville showed signs of stunting, pointing to acute protein and calorie malnutrition. Security conditions still make it impossible to carry out nutritional surveys in those regions of the country that remain isolated but it is likely that the situation there is even worse.
20. Between August 1999 and April 2000, EMOP 6109.00 provided vulnerable group feeding to 200,000 individuals, of whom 25 percent were malnourished children. UNICEF and WFP's partner NGOs (MSF, ACF, the International Committee of the Red Cross, the International Rescue Committee (IRC), CRS and CARITAS) played a vital role in the implementation of a nutritional recovery programme for returning refugees and in providing them with health care. The distribution of seeds and agricultural implements to 90,000 people in the regions most affected by the conflict had a positive impact on the food security of beneficiary groups. Returning displaced populations also benefited from food and non-food aid under bilateral cooperation programmes.
21. Despite emergency aid provided by various national and international organizations, the Republic of the Congo is still having difficulty in recovering its socio-economic equilibrium. Reintegrating part of the 600,000 returnees into their home districts is a very daunting task given the scale of devastation in the four regions which previously represented the agricultural and economic heartland of the country. As peace becomes consolidated, it is hoped that the 200,000 people who sought refuge in remote areas or in neighbouring countries will return, in which case the need for humanitarian relief and reintegration would be even greater.



22. The Government and humanitarian organizations are seeking to promote rehabilitation activities. Support to these activities is part of the PIPC, which basically aims at enabling the populations most affected by the conflicts to become self-supporting again. As the country's present situation makes it impossible to undertake a long-term development programme, a protracted relief and recovery operation appears the most appropriate way of supporting the Government's efforts.

RECOVERY STRATEGY AND OBJECTIVES

Mode of Implementation

23. The conception and design of this PRRO is based on an optimistic scenario which assumes that the peace process and improved security conditions which began with the peace agreements of December 1999, will continue and will help make all the regions involved in the conflicts accessible once more. This would permit the resettlement of returnees and the return of all IDPs and refugees.
24. The intervention will last two years, from 1 January 2001 to 31 December 2002. A mid-term evaluation of the project and of remaining food requirements is scheduled at the end of the first year of execution. Modalities for phasing out WFP aid and handing over the project to the Government and the communities involved will be decided on the basis of the evaluation.
25. In order to improve the nutritional status of vulnerable groups among recent returnees and to provide assistance to populations who have yet to return, the PRRO will continue relief activities undertaken in the framework of EMOP 6109.01. This component would provide nutritional support to vulnerable and nutritionally high-risk groups, i.e. expectant and nursing mothers, children under 5 as well as other vulnerable groups facing critical conditions (orphans, the old, the chronically ill, etc.). As in any emergency operation, beneficiaries of this component will be selected in collaboration with WFP's partner NGOs. Most would be identified in the returnee reception centres and in health centres.
26. Some 61 percent of total food aid will go on protracted relief. Emphasis will be placed on interventions in the agricultural sector, including the delivery of emergency rations intended to protect farmers' seeds so as to restore agricultural production and make vulnerable groups self-sufficient in newly-accessible areas. The recovery component will utilize 39 percent of resources and will focus on FFW activities in support of the rehabilitation of farm tracks in order to improve access to agricultural production areas. FFW will also be used to promote the rehabilitation of basic infrastructure such as schools, health centres and public sanitation installations.
27. Small-scale FFW interventions are being implemented under the current EMOP in support of rehabilitation of basic infrastructure (schools, health centres, rural service roads, environmental sanitation), in partnership with UNICEF, UNESCO and ILO. Food has proved to be an effective way of helping returnees in Brazzaville and Dolisie to become self-sufficient once more. A seed-protection operation involving the distribution of emergency rations is under way in collaboration with FAO and CRS. It aims to support the reestablishment of vegetable production in the areas affected by the conflicts. WFP will, in the framework of the PRRO, reinforce the partnership structures set up under the emergency operations.
28. The PRRO will emphasize skills training for women given the pressing needs for such initiatives and the extent of existing gender disparities. Women will receive training in



income-generation activities and will be helped to gain access to micro-credit schemes being set up by ILO, the World Bank and the International Monetary Fund.

The Role of Food Aid

29. In the present context, food aid will help make up for the diminished and in some cases non-existent purchasing power of large population groups who can no longer satisfy their basic food needs in conflict-affected regions. Food aid will serve as nutritional support to vulnerable groups targeted in the operation's relief component. Food for Training (FFT) will enable women to learn the skills required to undertake income-generating activities, thus helping them to become economically independent. Rations will serve as an incentive to the socio-economic reintegration of returnees, and of young people in particular. FFW activities will provide beneficiaries with temporary employment and an income transfer, and will help create sustainable assets while rehabilitating basic socio-economic infrastructure. The seed-protection rations will help promote the revival of agricultural production.

Goals and Objectives

30. Goals of the proposed PRRO are to assist the survival and promote the food security of population groups affected by armed conflicts in the Republic of the Congo (returnees and vulnerable groups) and to support a national programme of economic and social recovery. Specific objectives of the operation are as follows:

- improve the nutritional status of the most vulnerable groups, i.e. children under 5, expectant and nursing mothers, the chronically ill, the old, orphans and abandoned children;
- offer a means of subsistence to displaced persons returning to their places of origin in difficult conditions of food security;
- encourage the socio-economic reintegration of young people through their enrolment in FFW activities offering short- and medium-term employment opportunities, while also helping promote their nutritional self-sufficiency;
- support the revival of agricultural production through the distribution of emergency, seed-protection rations;
- help impoverished women gain access to means of subsistence by supporting their participation in skills-training and in income-generating activities;
- reinforce the capacity of populations to reconstruct the basic socio-economic infrastructure destroyed in successive conflicts (schools, health centres, farm tracks, etc.).

IMPLEMENTATION PLAN

Beneficiaries

31. The protracted relief component will target 216,000 beneficiaries (63 percent of total) among vulnerable groups, of whom 70 percent will be women. The component will cover recent returnees, malnourished people admitted to nutritional recovery centres, expectant mothers, nursing, nutritionally at-risk mothers, orphans and abandoned children, the chronically sick and the old. It will also provide emergency rations for seed protection in



newly-accessible areas. Beneficiaries of the rations will be selected in consultation with FAO from among the most vulnerable groups and will receive food for three months twice a year when fields are being prepared for sowing. The food will serve the purpose of protecting seeds while also providing beneficiaries with the necessary energy to carry out the works.

32. The second component will cover recovery activities and include 126,000 beneficiaries. Women will again represent 70 percent of the group. Activities will include the rehabilitation of socio-economic infrastructure and sanitation schemes. The component will also assist beneficiaries of FFT rations.
33. WFP's Commitments to Women will be an integral part of the Letter of Understanding to be signed by the Government and WFP prior to implementation of the PRRO. It will also figure prominently in the Memoranda of Understanding to be signed with operational partners and United Nations agencies (UNDP, UNICEF, FAO, ILO). Regular meetings with partners and various workshops will serve to reiterate WFP's Commitments to Women. Women will remain actively involved at every stage of the execution of the operation and will benefit from the assets created as a result of food-for-work activities.
34. Vulnerability analysis and mapping (VAM) and the targeting of beneficiaries will ensure that two fundamental aspects are included and that: i) guidelines established by WFP and partner NGOs for vulnerability analysis are adhered to; and ii) the degree of vulnerability of populations in target areas is evaluated on the basis of criteria such as the intensity/impact of conflicts, agricultural production, availability of food crops at markets, access to commercial circuits, the scale of population displacement/movement, prospects for returning, the sanitary and hygiene situation, the level of destruction of social infrastructure, etc. WFP will collaborate with other United Nations agencies and NGOs in the field in setting up and managing a data bank on vulnerability, population movements and food security.
35. On the basis of the above-mentioned vulnerability criteria, it is calculated that most (up to 85 percent) beneficiaries of the operation will be found in the four most affected southern regions (Pool/Brazzaville, Bouenza, Lekoumou and Niari). The remaining 15 percent will be identified in the Kouilou (Pointe-Noire) and the northern Plateaux regions. Those areas were not directly affected by fighting but received an influx of destitute IDPs. Resident populations affected by local food insecurity will also be considered in order to reduce the risks of confrontation and promote peaceful cohabitation among the different communities.

Types of Intervention

36. The PRRO will have two main components, one devoted to protracted relief and the other to recovery. Details of the components are listed in the table below. Out of a total 342,000 beneficiaries over two years, the relief component will target 216,000 persons, or 63 percent, while the recovery component will have 126,000 beneficiaries, or 37 percent. The protracted relief component includes therapeutic feeding (5 percent of total beneficiaries), vulnerable group feeding (7 percent), resettlement of displaced persons (28 percent) and delivery of seed protection rations to a group of poor farmers (23 percent). The rehabilitation component will include various activities aimed at rehabilitating community infrastructure (26 percent of total beneficiaries) plus skills training and the promotion of income-generating activities for women (11 percent).



BENEFICIARIES BY PROGRAMME COMPONENT				
Component	Women/girls (70%)	Men/boys (30%)	Total (100%)	Percentage
1. Protracted relief				
Therapeutic feeding	11 200	4 800	16 000	5
Vulnerable group feeding	16 800	7 200	24 000	7
Return and resettlement rations	67 200	28 800	96 000	28
Seed protection	56 000	24 000	80 000	23
Subtotal	151 200	64 800	216 000	63
2. Recovery				
FFW (infrastructure rehabilitation)	63 000	27 000	90 000	26
FFS	25 200	10 800	36 000	11
Subtotal	88 200	37 800	126 000	37
TOTAL	239 400	102 600	342 000	100

Ration Levels and Food Basket

37. The food basket takes account of nutritional factors and of the beneficiaries' food habits. Commodities to be included are rice, beans, vegetable oil, sugar, salt, and corn-soya blend (CSB). Rice will be used to substitute maize as the latter is almost unknown among the population. Maize is grown in small quantities as animal fodder in only one of the country's regions, Bouenza. WFP's experience in past emergency operations is that it is not well accepted by beneficiaries despite the many cookery demonstrations held by WFP teams. The proposed rations are those used in the current emergency operations. They were selected by a nutritional committee including WFP, UNICEF and NGOs participating in the therapeutic feeding programme, and meet the needs of the beneficiaries. The nutritional status of those receiving assistance is often critically low following prolonged stays in remote, food-deficit areas. The rations to be distributed to vulnerable individuals dependent almost exclusively on food aid will therefore provide 1,930 Kilocalories. In addition to this general ration, a supplementary ration in the form of a cooked meal delivering 1,017 Kilocalories (200 grams of CSB, 20 of oil and 20 of sugar) will be served to vulnerable groups (children under 5, expectant and nursing mothers). Participants in FFW and FFT activities will receive a family dry ration (2,200 Kilocalories) equivalent to five individual rations.

38. Details of the rations and food requirements are set out in the tables below. Estimates of the total quantity of commodities required and of the total number of beneficiaries include the family rations distributed to those participating in FFW and FFT activities. The duration of assistance to each group of beneficiaries is also given.

RATIONS (grams/persons/days)						
	Cereals	Pulses	Oil	Salt	CSB	Sugar
Therapeutic feeding	350	120	50	5	200	20
Vulnerable group	350	120	30	5	0	0



feeding									
Returnee and IDP resettlement	350	120	30	5	0	0			
FFW (seed protection/rehabilitation)	350	200	30	5	0	0			
FFT	350	200	30	5	0	0			

FOOD COMMODITY REQUIREMENTS

COMPONENT	No. Benef.	No. Days	Commodities (tons)						TOTAL	%
			Cereals	Pulses	Oil	Salt	CSB	Sugar		
Therapeutic feeding	16 000	90	504	173	72	7	288	29	1 073	6
Vuln. Feeding	24 000	180	1 512	518	130	22	-	-	2 182	11
Returnee and resettlement*	96 000	90	3 024	1 037	259	43	-	-	4 363	22
FFW (rehab. Infrast.)*	90 000	120	3 780	2 160	324	54	-	-	6 318	33
FFW (seed prot.)*	80 000	90	2 520	1 440	216	36	-	-	4 212	22
FFT*	36 000	60	756	432	65	11	-	-	1 264	7
TOTAL	342 000		12 096	5 760	1 066	173	288	29	19 412	100
Annual average	171 000	-	6 048	2 880	533	86	144	14	9 706	50

* For the returnee and resettlement and the FFW and FFT components, the number of beneficiaries takes account of the distribution of family rations equal to five individual rations. The beneficiaries' total therefore reflects the total number of rations.

Institutional Arrangements, Implementation Mechanisms and Selection of Partners

39. In the framework of the proposed PRRO, WFP would continue to chair the Food Aid Coordination Committee. The planned recovery activities are an integral part of the Government's priorities and of the joint approach of the United Nations system, of bilateral donors and of NGOs. Coordination will maximize the impact of activities benefiting from WFP support. In this connection, joint programming between WFP, UNICEF, UNDP, FAO, WHO and ILO will be set up with a view to reaching operational agreements in various intervention areas including: therapeutic feeding of returnees, socio-economic reintegration of the young, rehabilitation of school and health infrastructure, support to income-generating activities on behalf of women and support to the revival of agricultural production.
40. The Government and WFP will sign a Letter of Understanding covering the duration of the PRRO and including a description of activities and of the two parties' respective obligations. In addition, the Government will strengthen measures apt to favour the rapid return of assisted persons to food self-sufficiency. The measures will aim at improved security for the revival of food production in rural areas. WFP will ensure that the activities benefiting from its support are socially and technically viable and conform to the Government's priorities. In this connection, WFP will hold regular joint-planning meetings with its main partners, i.e. the Government's technical ministries, other United Nations agencies, NGOs and bilateral institutions as required.



41. Distribution of food in nutritional centres and to vulnerable groups will be carried out by NGOs such as ACF, MSF, ICRC, *Eglise évangélique du Congo-Action de secours d'urgence* (EEC-ASU), and CRS. UNICEF will provide technical supervision of nutritional centres and milk for therapeutic feeding. FFW rations will be distributed by women's committees in collaboration with the agencies charged with technical supervision of activities. These include *Agricongo*, EEC-ASU, *Association pour le développement des communautés rurales* (ADECOR) and CARITAS. Memoranda of Understanding will be signed with individual operational partners. Achievements registered in the emergency operations (EMOPs 6109.00 and 6109.01) will be consolidated. Distribution committees consisting exclusively of women, as set up in various sites for the EMOPs, will be strengthened and introduced as generally as possible. Women will thus be closely involved in the planning, execution and monitoring/evaluation of food distribution.

Capacity-building

42. In order to provide the most effective coverage of beneficiaries and to improve monitoring, WFP will strengthen its sub-offices in Dolisie and Pointe-Noire under the management of two programme assistants. The ministries and NGOs involved in the proposed operation will require training in management and monitoring and evaluation techniques as their capacity in this respect is limited. Training and refresher courses will be organized for officials of the technical ministries and of partner NGOs as well as for the women participating in the distribution committees.

Logistics arrangements

43. Commodities required for the PRRO will be purchased on international markets and shipped to Brazzaville via the port of Point-Noire and/or Matadi (in the Democratic Republic of the Congo). Pending an improvement in security conditions and the reopening of road and rail traffic between Pointe-Noire and Brazzaville, stocks destined for the Pool region will be freighted to Kinshasa by train via the port of Matadi, shipped by barge to Brazzaville and then forwarded to Pool by road. WFP has the use of two warehouses in Brazzaville and of another two in Pointe-Noire for a total capacity of 6,500 tons. Of the four warehouses, only one is rented by WFP, the other three having been made available by the Government as a contribution to WFP's activities. Given the limited capacity of the Pointe-Noire warehouses (1,200 tons), unloading and storage of major quantities of food will, as in the past, be entrusted to shipping agents. As intermediary storage will be required near the sub-offices, WFP has rented warehouses in Dolisie (500 tons) and Kinkala (500 tons). As for internal transport of commodities, this will be carried out by rail (where lines are operational) and mainly by locally-rented trucks. It should be noted that given the security situation, private truckers are very reluctant to travel into the country's interior, which is generally difficult to reach. These combined factors justify a high cost of internal transport, storage and handling (ITSH) calculated at 196 dollars a ton.
44. WFP will be responsible for overall logistics operations up to the extended delivery points (EDPs) selected with its partners. The latter will be responsible for taking the food to final delivery points (FDPs) and for distribution to beneficiaries. Cost of these operations will be reimbursed by WFP against transport documentation and distribution reports.
45. Under the Letter of Understanding signed with WFP, before the start of operations, the Government will ensure that all the customs, administrative and security measures are taken to facilitate the smooth running of the operation.



Monitoring and Evaluation

46. WFP will monitor the operation in collaboration with its operational partners, the Government's technical services, women's distribution committees, and through field visits and the analysis of activity reports. Data to be collected will include both the qualitative and quantitative aspects of the PRRO's two components. The WFP office in Brazzaville will analyze the results of all PRRO activities on the basis of regular reports provided by the Government's technical services and by operational partners. WFP will also track data provided by management personnel involved in the various activities and mission reports by WFP staff. Main indicators will be the following:
- quantity of food received compared to forecasts;
 - utilization of commodities (general distribution, supplementary feeding, FFW, FFT);
 - number of beneficiaries by age-group and gender;
 - number of patients admitted to nutrition centres, number dismissed, number dropped out, rate of nutritional recovery;
 - percentage of women receiving food, degree of involvement in the management of food resources and of participation in activities;
 - progress towards completion of socio-economic infrastructure (number of schools, health centres, farm tracks, etc. rehabilitated).
47. Indicators of success will be as follows:
- improvement in the nutritional status of beneficiaries and reduction in the prevalence of global malnutrition in the targeted regions from an average of 12 percent to a planned figure of 3 percent (the figure before the outbreak of fighting);
 - promotion of the capacity of populations to undertake community activities enabling them to achieve economic independence;
 - creation of assets for unemployed young people and, in particular, for demobilized soldiers;
 - revival of food crop production.
48. Security conditions, economic indicators, food crop production and the market prices of commodities will also be monitored. WFP will pay particular attention to the management of the project's food and non-food resources (storage and accounting). The evaluation scheduled at the end of the PRRO's first year of execution will make it possible to take any corrective measures required and to re-orient the operation as needed.

Security issues

49. The last two conflicts in the Republic of the Congo were accompanied by various forms of extortion practised by combatants on the civilian population. Humanitarian organizations too were subjected to harassment and looting. Damage caused by acts of vandalism to property of the United Nations (WFP, UNDP, WHO, FAO, UNICEF and UNFPA) was calculated by UNDP in January 1998 at more than US\$10 million.
50. Agreements signed in December 1999 in the framework of the cessation of the last hostilities between the opposed forces resulted in the disarmament and demobilization of large numbers of combatants, and this process continues. The agreements also made it possible to reach 70 percent of formerly impenetrable areas. A United Nations security officer is at present charged with monitoring the security situation and liaising with the



authorities, the armed forces and humanitarian organizations. A joint communications system has been set up and serves as a contact base in Brazzaville.

51. Despite the relative improvement in security conditions, vigilance is required, specially in the southern part of the country. Execution of the PRRO therefore requires a reinforcement of security measures. Security staff will be hired to watch over WFP premises and warehouses in order to reduce risks to human, food and material resources committed to the operation. Improvement of the communications system, financial coverage of risks to staff as well as WFP's contribution to the post of the United Nations security officer are also planned and are listed in detail in the budget provided in Annexes I and II.

RISK ASSESSMENT

52. Hostilities could break out again and trigger new internal and trans-border population movements. WFP could, if need be, intervene through a provision empowering it to revise the budget and re-target activities.
53. Deteriorated security conditions could limit access to beneficiaries and prevent food aid from being delivered as planned. Logistic constraints resulting from socio-political instability could also influence the operation's level of execution and compromise its overall objectives. The degree of support forthcoming from the donors' community and the capacity of operational partners will be determining factors in the success of the proposed PRRO.

EXIT STRATEGY

54. The exit strategy for the PRRO is based on the hypothesis that peace will become consolidated. Past humanitarian crises have made it clear that populations affected by conflicts are able to recuperate rapidly. It is hoped therefore that displaced persons resettled in their home districts will, by the end of the two years of intervention, have received sufficient assistance to have recovered their socio-economic equilibrium and autonomy. The FFW/FFT component is also designed to strengthen the production capacity of beneficiaries and to help rehabilitate a number of basic socio-economic infrastructures. That too should help increase the autonomy of target populations. It is hoped that by the end of the operation, the assistance delivered by WFP and its partners will have reduced the number of beneficiaries needing emergency food aid significantly enough for the Government and local communities to take over any remaining cases. New investments which may be required and whose execution timetables extend beyond the time-frame of the PRRO will be the subject of separate development projects which may subsequently be set up by WFP in collaboration with the Government and other multilateral or bilateral donors.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

55. The PRRO, aimed at 342,000 beneficiaries, is recommended for the approval of the Executive Board within the budget (food cost to WFP of US\$7,143,405 and total cost of US\$17,116,585) provided in Annexes I and II.





ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Rice	12 096	325.63	3 938 760
– Beans	5 760	386.20	2 224 512
– Oil	1 066	827.78	882 413
– Salt	173	120.00	20 760
– Corn-Soya Blend	288	235.00	67 680
– Sugar	29	320.00	9 280
Total commodities	19 412	367.99	7 143 405
External transport		162.00	3 120 521
Landside transport		98.00	1 887 920
ITSH		104.00	2 018 848
Total, LTSH		202.00	3 906 768
Total direct operational costs			14 170 694
B. Direct support costs (see Annex II for details)			
Total direct support costs			1 707 400
C. Indirect support costs (7.8 percent of total direct costs)			
Total indirect support costs			1 238 491
TOTAL WFP COSTS			17 116 585

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



ANNEX II**DIRECT SUPPORT REQUIREMENTS (*dollars*)****Staff costs**

International	420 000
United Nations Volunteers	58 000
Local staff and temporaries	320 800
Overtime (in dollars only)	5 000
Subtotal	803 800

Technical support and training services

Technical services consultant	10 000
Monitoring and Evaluation	15 000
Training	15 000
Subtotal	40 000

Travel and DSA

International	20 000
Rest and recuperation	50 400
In-country	30 000
Subtotal	100 000

Office expenses

Rental of facility	40 000
Utilities	30 000
Communications	120 000
Office supplies	19 200
Equipment repair and maintenance	25 000
Subtotal	234 200

Vehicle operations

Fuel and maintenance	
Subtotal	80 000

Equipment

Vehicles	60 000
Communications equipment	90 000
Computer equipment	20 000
Office furniture and supplies	20 000
Subtotal	190 000

Other

International staff	120 000
Local and temporary staff	59 400
Improvement of security	80 000
Subtotal	259 400

TOTAL, DIRECT SUPPORT COSTS	1 707 400
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LIST OF ACRONYMS USED IN THE PRESENT DOCUMENT

ACF	<i>Action contre la faim</i> (Action Against Hunger)
ADECOR	<i>Association pour le développement des communautés rurales</i>
EDP	Extended Delivery Point
EEC-ASU	<i>Eglise évangélique du Congo-Action de secours d'urgence</i>
FFT	Food-for-Training
FFW	Food for Work
GDP	Gross Domestic Product
GNP	Gross National Product
ICRC	International Committee of the Red Cross
ILO	International Labour Organization
IMF	International Monetary Fund
IRC	International Rescue Committee
ITSH	Internal Transport, storage and handling
LTSH	Landside transport, storage and handling
MSF	<i>Médecins sans frontières</i>
PIPC	<i>Programme intérimaire post-conflit</i> (Interim Post-Conflict Programme)

