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PROJECTS FOR EXECUTIVE BOARD APPROVAL

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For approval



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PROTRACTED RELIEF AND RECOVERY OPERATIONS – SRI LANKA 200452

Supporting Relief and Recovery in Former Conflict-Affected Areas

Number of beneficiaries	325,000 (yearly maximum)
Duration of project	Two years (January 2013–December 2014)
WFP food tonnage	28,176 mt
Cost (United States dollars)	
WFP food cost	19,547,890
WFP cash/voucher cost	3,934,976
Total cost to WFP	34,799,036

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval.

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

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EXECUTIVE SUMMARY

The 26-year conflict in Sri Lanka, which officially ended in May 2009, claimed 60,000 lives, devastated infrastructure in Northern and Eastern provinces, destroyed arable land and disrupted livelihoods. Socio-economic prospects in the provinces affected have been further eroded by high food prices and natural disasters. Most internally displaced persons have returned home to restart their lives, but challenges remain. Resettlement is proceeding, but recovery and reconciliation needs include demining, resolution of land-ownership and access to basic services.

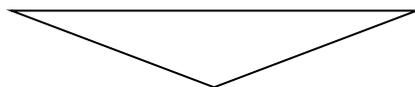
Protracted relief and recovery operation 200452 will focus on former conflict areas in Northern Province: WFP will provide food assistance for livelihood recovery and will implement nutrition interventions in all five districts for two years. Assistance will be provided through food and voucher transfers; most beneficiaries will shift to vouchers as markets recover during the project.

In line with Strategic Objectives 1, 3 and 5, WFP's assistance will help the Government of Sri Lanka to:

- improve food consumption in severely food-insecure households;
- reduce acute malnutrition among pregnant and lactating women and children aged 6–59 months;
- rebuild livelihoods in the most vulnerable communities by creating productive assets and providing training in agriculture and livelihood skills;
- promote attendance and retention at school of girls and boys, with emphasis on displaced and returnee households; and
- enhance national capacities to address acute malnutrition, food insecurity and disaster preparedness and response needs.

Protracted relief and recovery operation 200452 is in line with the United Nations Development Assistance Framework (2013–2017) and will contribute to Millennium Development Goals 1, 2, 4 and 5.

DRAFT DECISION*



The Board approves the proposed protracted relief and recovery operation Sri Lanka 200452 “Supporting Relief and Recovery in Former Conflict-Affected Areas” (WFP/EB.2/2012/9-C/4).

* 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.

SITUATION ANALYSIS

Context

1. The 26-year conflict between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam officially ended in May 2009. It claimed 60,000 lives, devastated infrastructure in Northern and Eastern provinces, destroyed arable land and disrupted livelihoods.
2. By September 2012, 447,000 people had returned to Northern Province after years of displacement, but 7,300 internally displaced persons (IDPs) in Jaffna and Vavuniya districts are still living with host communities, and 6,000 remain in camps awaiting return to their homes.¹ There are 100,000 Sri Lankan refugees in India, 5,000 having returned since May 2009.² The Office of the United Nations High Commissioner for Refugees (UNHCR) expects 30,000 returnees by the end of 2013.³
3. Remaining recovery and reconciliation needs include demining, resolution of land ownership issues and access to basic services. Most returnees find it difficult to establish sustainable livelihoods and depend on external assistance.
4. Shocks affecting Northern and Eastern provinces over the past two years have included natural disasters, food price volatility and inflation, which have affected vulnerable communities. Socio-economic indicators in Northern Province are among the worst in the country.
5. Sri Lanka has a population of 20 million and ranks 97th of 187 countries in the 2011 human development index⁴ and 36th of 81 countries in the global hunger index.⁵ Sri Lanka has achieved lower middle-income status, with per capita gross national income reaching US\$2,580 in 2011,⁶ but there are regional disparities in terms of poverty, incomes, infrastructure and institutional capacity.

The Food Security and Nutrition Situation

6. Food security in Northern Province has improved, from 60 percent of households assessed as severely or moderately food-insecure in 2011 to 40 percent in 2012.⁷ This is attributed to a decline in poverty, increased dietary diversity and a change in livelihood patterns. Many food-insecure households are in Jaffna, Mullaitivu and Kilinochchi, and 35 percent to 45 percent of returnee households in Vavuniya and Mannar are severely or moderately food-insecure (see map in Annex III). The most vulnerable households are those headed by widows, widowers, women or elderly people, those with disabled members or those reliant on unskilled labour. Structural constraints contributing to food

¹ Office for the Coordination of Humanitarian Affairs. 2012. Joint Humanitarian and Early Recovery Update, Sri Lanka, August 2012 – Report 45. Available at: http://reliefweb.int/sites/reliefweb.int/files/resources/full%20bulletin_7.pdf

² Integrated Regional Information Networks. Sri Lanka: Refugees in India reluctant to return. Available at: <http://www.irinnews.org/Report/96233/SRI-LANKA-Refugees-in-India-reluctant-to-return>

³ UNHCR. 2012. UNHCR country operations profile – Sri Lanka. Available at: <http://www.unhcr.org/pages/49e4878e6.html>

⁴ UNDP. 2011. *Human Development Report, 2011*. New York.

⁵ International Food Policy Research Institute. 2011. *Global Hunger Index, 2011*. Washington DC.

⁶ World Bank Atlas, 2012.

⁷ Government of Sri Lanka/WFP. 2012. *Food Security in Northern and Eastern Provinces of Sri Lanka*. Colombo.

insecurity include the continued presence of landmines, limited access to land for residential and agricultural use, and lack of adequate social, health and education services.

7. Many displaced households that resettled in Northern Province after May 2009 are highly indebted, having borrowed to repair damaged houses and purchase agricultural equipment; 30 percent use credit to buy food. A further 15 percent depend on host families for food and accommodation until their livelihoods can be re-established.⁷ Low incomes and high food prices have eroded their purchasing power.
8. In Northern Province, 69 percent of households buy rice in markets. Improved communications, easier access to markets, greater mobility of transport agents and market intermediaries, and the development of financial services have helped to stabilize food production and prices. Food is now available in markets, but food-insecure households cannot afford it.
9. Malnutrition is a concern in Northern Province, and there are signs that the situation is worsening. Prevalence of global acute malnutrition (GAM) increased from 13 percent in 2006/07⁸ to 20 percent in October 2011, above the World Health Organization “critical” threshold of 15 percent.⁹ Stunting prevalence is 24 percent, compared with the national average of 17 percent, and underweight prevalence is 30 percent compared with the national average of 21 percent.¹⁰
10. The causes include food insecurity, inadequate water and sanitation, and poor infant and child feeding practices.¹¹ In food-insecure households, children are at risk of being underweight, and babies are born with low birthweight.⁷ The health system in the north is weak, and resettled populations do not always have sufficient access to safe water and sanitation.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

11. The national safety-net system, *Samurdhi*, addresses chronic poverty through income transfers, social insurance and obligatory savings schemes. The Government provides free primary healthcare, free education and mid-morning school meals. In northern Sri Lanka, however, these safety nets have been weakened as a result of lack of infrastructure, social services and qualified staff. Only 45 percent of the food-insecure population in Northern Province are covered by *Samurdhi*: many disabled and elderly people and women heads of household are excluded because they have no identification documents.¹²
12. The national development policy framework, *Mahinda Chintana*, focuses on improving nutrition and food security. The food-security strategy of the Ministry of Agriculture focuses on household food security, smallholder agricultural production and processing, and support for rural livelihoods.

⁸ Sri Lanka Demographic and Health Survey, 2006/07. Colombo.

⁹ World Health Organization. 1995. Cut-off values for public health significance. Geneva.

¹⁰ Ministry of Health/UNICEF. 2012. Assessment of Nutritional Status and Associated Factors in Northern Province, 2011.

¹¹ Jayatissa, R. and Hossaine, M. 2010. Nutrition and Food Security Assessment in Sri Lanka, 2009. Colombo. Medical Research Institute in collaboration with UNICEF and WFP.

¹² WFP food security assessment, March 2012. (unpublished)

13. The 2010 national nutrition policy and the 2009–2013 strategic plan have an integrated life-cycle approach with a view to reducing the inter-generational cycle of malnutrition. The nutrition policy is jointly implemented by the Ministry of Agriculture and the Ministry of Health. The Government has established a Nutrition Secretariat whose multi-sector action plan “Vision 2016: Sri Lanka, a Nourished Nation” aims to identify nutritional needs and the roles of the institutions needed to address them.
14. The Ministry of Health, supported by the World Bank, initiated a two-year nutrition programme in 2011 to improve nutrition and care practices for infants and young children. This established a network of mothers’ groups and provided a complementary ration of local food. WFP supported the design of the project and will integrate the lessons learned into protracted relief and recovery operation (PRRO) 200452.
15. The Joint Plan of Assistance for Northern Province was launched in 2011 by the Government and several United Nations agencies and non-governmental organizations (NGOs). Building on recent work on resettlement, development and security, the updated 2012 plan supports the transition to self-reliance in areas where returnees have resumed their livelihoods and the restoration of services and infrastructures. The partners will continue to address remaining needs in terms of food, health, nutrition, education and livelihoods.

Policies, Capacities and Actions of other Major Actors

16. Food and nutrition security and livelihood actors in Sri Lanka include the Asian Development Bank, the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), the United Nations Development Programme (UNDP), the United Nations Children’s Fund (UNICEF), UNHCR and the World Bank, complemented by NGOs such as World Vision and World University Service of Canada.

Coordination

17. Coordination structures are evolving as the transition to early recovery proceeds: they involve long-term and short-term operations to bridge the gap between the remaining activities of the 2012 Joint Plan of Assistance and the 2013–2018 United Nations Development Assistance Framework (UNDAF). WFP will continue to collaborate with FAO and UNDP on food security, agriculture and livelihoods, and will enhance its partnerships with UNICEF and others to maximize the impact of nutrition interventions.

OBJECTIVES OF WFP ASSISTANCE

18. This PRRO will respond to the humanitarian and recovery needs that remain in Northern Province, in line with the 2013–2017 UNDAF and Millennium Development Goals 1, 2, 4 and 5.¹³
19. In accordance with Strategic Objectives 1, 3 and 5,¹⁴ PRRO 200452 aims to:
- improve the food consumption of severely food-insecure households (Strategic Objective 1);
 - reduce acute malnutrition among pregnant and lactating women (PLW) and children aged 6–59 months (Strategic Objective 1);
 - rebuild livelihoods and resilience in the most vulnerable communities through the creation of productive assets and training in agricultural and livelihood skills (Strategic Objective 3);
 - promote attendance and retention at school of girls and boys, with an emphasis on displaced and returnee households (Strategic Objective 3); and
 - enhance national capacities to address acute malnutrition and food insecurity and to contribute to disaster preparedness and response capacity (Strategic Objective 5).

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

20. WFP has been responding to humanitarian needs and contributing to food security and nutrition in Sri Lanka since 1968. Its food assistance for all IDPs during the conflict was crucial to supporting the nutrition status of affected populations.
21. Under PRRO 200143 (2010–2012), launched just after the conflict, WFP addressed humanitarian and early-recovery needs in the north and supported displaced and returnee populations during resettlement. Assessments show that WFP was an important food source for returnee households.⁷ It led food security and nutrition assessments in collaboration with the Government and other partners to guide decision-making in the transition period.
22. PRRO 200143 helped to protect and rebuild livelihoods and increased the Government's capacity to deal with emergencies and malnutrition. Implementation of some food-for-assets (FFA) activities was limited, however, and delayed by lack of funding from government counterparts.
23. A major focus of PRRO 200143 was the promotion of enhanced commitments to women by providing fortified food to meet the nutritional needs of women and children, involving women and men in FFA activities, and empowering women through beneficiary contact monitoring.

¹³ MDG 1 – Eradicate extreme poverty and hunger; MDG 2 – Achieve universal primary education; MDG 4 – Reduce child mortality; MDG 5 – Improve maternal health.

¹⁴ Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 3 – Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations; Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase.

24. Through development project 106070, WFP has focused on improving the nutritional status of children under 5 and PLW, and on expanding local capacities to produce a fortified blended food called *Tripasha*. In view of short-staffing at clinics, distribution by WFP of pre-packed food for supplementary feeding would enable public health personnel to focus on health provision and education.
25. A pilot voucher scheme has improved beneficiaries' access to food, offered a more diverse diet and stimulated the economy and local production. Vouchers are comparatively cost-efficient, with an alpha value of 0.9.¹⁵

Strategy Outline

26. The strategy for PRRO 200452 is informed by recent assessments and consultations with government counterparts and United Nations agencies. WFP will address food security and nutrition needs in Northern Province for the next two years: because food insecurity is caused by lack of economic access to food, a combination of food and cash transfers will be used in the interventions described below.⁷

⇒ *General food assistance*

27. WFP will provide general food assistance (GFA) for severely food-insecure and extremely poor households that have been resettled for a maximum of six months¹⁶ in the form of food transfers or vouchers, depending on the recovery of markets and the capacity of the multi-purpose cooperative societies (MPCS) that partner with WFP at the local level. The support will also be provided for IDPs in camps who are unable to earn a living, with a view to enhancing food security in and around the camps.

⇒ *Food/vouchers for assets/training*

28. Asset creation and training will support vulnerable food-insecure households with a view to restoring livelihoods and rehabilitating household and community assets for sustainable recovery. At least 50 percent of targeted beneficiaries are expected to move from relief assistance to recovery support. The type of intervention will depend on a household's livelihood profile and will take seasonal farming activities into account. Beneficiary households will be able to participate in FFA or food-for-training (FFT) for 22 days per month for up to three months each year.
29. From April to August, food-insecure households with no access to land or other livelihood sources will engage in FFA to address hunger and contribute to community recovery. These activities, which require limited technical support and use unskilled labour, include road maintenance, de-silting of irrigation canals and ponds, and collecting stone for major repairs.
30. WFP will support households in rebuilding assets to restore their livelihoods and access to food and to contribute to disaster risk reduction. The activities are:
- agricultural support through FFA, such as rehabilitation of farmland and small irrigation systems;

¹⁵ The alpha value compares the overall cost to WFP of delivering food to beneficiaries with the local value of the same food.

¹⁶ During repatriation facilitated by the Government and UNHCR, returning refugees are entitled to GFA rations for six months.

- rehabilitation of community infrastructure to improve access to markets, schools and water for vulnerable food-insecure households in areas where such amenities have been damaged or destroyed; and
- replanting of catchments for water tanks and irrigation canals, construction of water-harvesting structures, flood-protection embankments and community food storage units, and improvements to irrigation systems.

31. In a separate climate-change initiative to be jointly implemented with UNDP, WFP will contribute to the enhancement of community resilience to drought and floods.

32. WFP will provide food or vouchers to support vocational training programmes organized by the Government and partners with the aim of enhancing the employability of people excluded from mainstream employment opportunities by the conflict.

⇒ *Prevention and treatment of moderate acute malnutrition*

33. WFP and its partners will adopt an integrated approach to prevention and treatment of moderate acute malnutrition (MAM), in line with the Government's commitment. To prevent the seasonal increase in acute malnutrition, Supercereal Plus will be provided for PLW and children aged 6–23 months in areas in Northern Province with the highest prevalence of GAM, complementing a preventive 50 g/day/person ration of *Triposha* to be provided by the Ministry of Health for these groups once local production is established. WFP will also support the treatment of acute malnutrition in children aged 6–59 months in collaboration with UNICEF and the Ministry of Health.

⇒ *School meals*

34. The school meals programme (SMP) will continue in Northern Province in areas where primary education has been affected by conflict. The SMP constitutes a safety net that provides daily nutritious meals to address short-term hunger and keep children in school. The Government will complement the WFP ration with fresh vegetables to ensure a diverse and nutritious diet.

35. It is expected that the Government's school feeding programme will cover Northern Province by the second year of PRRO 200452. WFP will continue to develop capacity in the Ministry of Education to establish a healthy school environment, and will, with UNICEF and other partners, provide a package of support such as deworming, micronutrient supplementation and water and sanitation programmes.

⇒ *Capacity development*

36. WFP will help the Government to extend its national safety nets to poor and vulnerable people in Northern Province. Early warning, food security monitoring and nutrition surveillance capacities will be enhanced to prepare for and respond to disasters. WFP will also help to enhance capacities in the MPCs,¹⁷ which serve as WFP's final distribution points, with a view to improving the efficiency of the food-distribution system, for example by developing an electronic voucher system.

Hand-Over Strategy

37. A food security and nutrition assessment in 2014 will re-assess beneficiaries' food security and vulnerability, and will identify areas still in need of WFP's assistance.

¹⁷The MPCs are government-run shops for consumer goods.

38. The hand-over strategy will focus on enhancing institutional systems and developing livelihoods to improve self-reliance. The districts in the north supported by WFP are expected to shift to focussing on development initiatives under the UNDAF. Ways to link PRRO 200452 activities and government poverty-alleviation programmes will be explored.
39. Hand-over to the Ministry of Health of the prevention of acute malnutrition intervention is subject to increased local production of fortified blended foods, increased capacities among government staff and the incorporation of prevention and treatment of malnutrition as a core health activity.
40. In anticipation of the planned take-over of WFP-assisted schools by the national SMP in 2014, WFP will continue to work with parents and communities to nurture their ownership of the programme and encourage local support and financial or in-kind contributions. A hand-over plan will be developed with the Government for 2014 on the basis of current positive trends.

BENEFICIARIES AND TARGETING

41. This operation will cover the five districts of Northern Province. Assistance will be targeted on the basis of poverty and food-security criteria. Eastern Province was also affected by the conflict, but hostilities ceased in 2007 and investment in development is underpinned by the Government's *Samurdhi* safety-net programme. Recovery in this area is well advanced, so it will not be prioritized for assistance. WFP will continue to monitor food security.
42. General food assistance will target people in extreme poverty who are severely food-insecure: 70,000 people in Northern Province – 6 percent of the population – have a per-capita income less than half of the poverty line.¹⁸ Local authorities will register households, and WFP will validate food-insecurity levels using standard indicators such as food consumption and household expenditure on food. The households most at risk of food insecurity are recent returnees, those headed by widows, widowers, women or elderly people, and those with disabled family members. An additional 10,000 returnees from IDP camps and from India will also receive GFA.
43. Asset creation and training will target moderately food-insecure households whose income is between 50 percent and 100 percent of the national poverty line and who require recovery support to build productive assets and skills. The activities will target returnees who resettled after 2009. Households headed by women will be prioritized for FFT because they often lack labour to cultivate land or earn an income.¹⁹
44. In view of the high GAM levels, fortified blended foods will be provided during the first year for children and PLW in Northern Province to prevent and treat acute malnutrition. By the second year of PRRO 200452, and once GAM prevalence has reached acceptable levels, the intervention for children will be integrated into the government programme; acutely malnourished children aged 6–59 months will be assisted under a treatment intervention. Public health staff will refer beneficiaries, monitor them and make recommendations for graduation on recovery; the beneficiaries will be linked with other WFP-supported activities.

¹⁸ The national poverty line is LKR3,600 per person per month, the equivalent of US\$1 per person per day.

¹⁹ Underemployment is widespread in the north. Women are particularly vulnerable because they are paid half the daily wage for men.

45. The SMP will cover all government schools in Northern Province in the first year. WFP will gradually reduce its support in 2014 starting with grades 6–9, followed by grades 1–5 in towns and areas with acceptable food security, with a view to hand-over to the national SMP. The transition will be monitored to ensure that no protection issues arise.

TABLE 1: BENEFICIARIES BY ACTIVITY							
Activity		2013			2014		
		Men/boys	Women/girls	Total	Men/boys	Women/girls	Total
GFA	in-kind	28 000	28 000	56 000	5 000	5 000	10 000
	voucher	12 000	12 000	24 000	7 500	7 500	15 000
Asset creation (low-tech)	in-kind	15 000	15 000	30 000	5 500	7 000	12 500
	voucher	-	-	-	5 500	7 000	12 500
Asset creation	in-kind	11 000	14 000	25 000	5 500	7 000	12 500
	voucher	-	-	-	5 500	7 000	12 500
FFT	in-kind	-	-	-	2 000	3 000	5 000
	voucher	2 000	3 000	5 000	2 000	3 000	5 000
School meals		80 000	80 000	160 000	50 000	50 000	100 000
Prevention of MAM	children 6–23 months	17 500	17 500	35 000	17 500	17 500	35 000
	PLW	-	13 000	13 000	-	13 000	13 000
Treatment of MAM	children 6–59 months	10 000	10 000	20 000	10 000	10 000	20 000
TOTAL		175 500	192 500	368 000	116 000	137 000	253 000
Adjusted total*		161 500	163 500	325 000	103 000	107 000	210 000

* Takes into account beneficiary overlaps. It is assumed that 50 percent of FFA and FFT beneficiaries also receive GFA.

NUTRITIONAL CONSIDERATIONS AND RATIONS/VALUE OF VOUCHER TRANSFERS

46. WFP's rations include Sri Lankan staple foods as outlined in Table 2.
47. Malnourished children aged 6–59 months and PLW will receive 200 g of Supercereal Plus or *Triplosa* as a take-home ration at health clinics, in line with Ministry of Health policy. Once the Ministry of Health's supplementary ration of 50 g of *Triplosa* is available, the Supercereal Plus ration will be reduced by 50 g.
48. The SMP will provide a daily mid-morning meal of rice, pulses and oil complemented with fresh food supplied by the Government.
49. Under GFA, asset creation and training interventions, some beneficiaries will receive vouchers to be exchanged for food at MPCs. The value of the voucher is equivalent to the cost of the ration in markets. It is envisaged that by 2014 most GFA, FFA and FFT beneficiaries will receive food assistance in the form of vouchers.

	GFA	FFA (low tech)	FFA	FFT	Prevention of MAM		Treatment of MAM – children 6–59 months	SMP
					PLW	children 6–23 months		
Rice	400	500	600	500	-	-	-	75
Pulses	100	120	100	120	-	-	-	35
Vegetable oil	25	30	30	30	-	-	-	15
Salt	5	5	5	5	-	-	-	2
Supercereal Plus	-	-	-	-	200*	200*	200	-
Voucher (US\$/person/day)**	0.34	0.42	0.44	0.42	-	-	-	-
TOTAL	530	655	735	655	200	200	200	127
Total kcal/day	2 015	2 421	2 788	2 421	752	752	752	524
% kcal from protein	11.1	11.1	10.1	11.1	16.3	16.3	16.3	11.5
% kcal from fat	12.5	12.2	11	12.2	19	19	19	27
No. of feeding days per year	180	90	90	180	180	180	60–90	202

* This ration will be reduced by 50 g once the government-supplied *Tripasha* is available.

** Beneficiaries will receive a food ration or vouchers.

	GFA	FFA/FFT	Nutrition	SMP	Total
Rice	4 752	4 267	-	3 939	12 958
Pulses	1 188	876	-	1 838	3 902
Vegetable oil	297	236	-	788	1 321
Iodized salt	59	39	-	105	203
Supercereal Plus	-	-	9 792	-	9 792
Total food requirements	6 296	5 418	9 792	6 670	28 176
Voucher requirements (US\$)	2 412 423	1 522 553	-	-	3 934 976

IMPLEMENTATION ARRANGEMENTS

Participation

50. WFP will expand the use of rapid and participatory rural appraisal tools for the selection of asset-creation activities in collaboration with district authorities and communities to promote increased local ownership. Rural women's development societies and community-based women's groups will participate in beneficiary selection, community mobilization and project implementation.

Partners and Capacities

51. WFP will continue to work in partnership with United Nations agencies, the Government, NGOs and community-based organizations. The Ministry of Economic Development will continue as WFP's main counterpart. Other government partners will include the ministries of agriculture, education, forestry and cooperatives, and health.
52. The Hector Kobbekaduwa Agrarian Research and Training Institute, the Medical Research Institute and the Institute of Health Policy will collaborate in food security, nutrition and health assessments. WFP's partnerships with UNICEF, the World Bank and the Ministry of Health will be enhanced to address malnutrition, health and sanitation issues. A referral system is planned to link malnourished children to Ministry of Health outreach clinics to ensure timely identification and home-based follow-up. Ministry of Health personnel will undergo refresher training in the treatment of MAM, and guidelines will be updated. WFP's partners for agricultural, livelihood recovery and vocational training are FAO, IFAD, UNDP and NGOs.

Procurement

53. WFP will procure food from the most cost-effective source. Supercereal Plus, pulses and vegetable oil will be purchased internationally; other foods will be purchased locally or regionally.

Logistics

54. Food will be transported by the Ministry of Economic Development or in WFP-contracted trucks. The Government will cover the costs of landside transport, storage and handling for SMP, nutrition, FFA and FFT activities; WFP will bear the costs of targeted relief distribution. The Commodity Movement Processing and Analysis System will track food handled. The Ministry of Economic Development and WFP will provide logistics at delivery points.

Transfer Modalities

55. While markets are recovering, the MPCS will be used as voucher redemption points because their prices are lower than those of private traders; beneficiaries will use identity cards to redeem their vouchers. In this way, WFP can help the Government to modernize an established system. Electronic vouchers could also be linked eventually to government safety nets, probably through a smart-card mechanism.

Non-Food Inputs

56. Cooperating partners will provide technical support and complementary resources for FFA, FFT and SMP; WFP will provide partners with non-food items needed to implement WFP-supported projects.

PERFORMANCE MONITORING

57. The logical framework in Annex II is in line with the Strategic Plan (2008–2013). The Sri Lanka country office has an activity-specific monitoring and evaluation system that includes a beneficiary feedback hotline.
58. During PRRO 200452, WFP will introduce e-monitoring, an automated system that enables real-time analysis of the monitoring findings and faster responses.

59. Outcome-level performance will be measured using sources such as data collected by WFP, seasonal assessments by the Medical Research Institute, project-specific monitoring and information from cooperating partners, UNICEF, the World Bank and others. Programme surveys, evaluations and community-based planning will provide further information.
60. Baseline data for community asset scores will be collected before the start of the operation; base values for the national capacity index for nutrition, food insecurity and disaster preparedness and response capacities will be established.
61. The monitoring and evaluation system will involve inputs from and participation by several stakeholders. WFP's monitoring guidelines will be used and aligned with the UNDAF. An assessment is planned to facilitate the integration of WFP's indicators into WFP/Ministry of Health reporting forms to track the treatment of MAM. A database of monthly acute malnutrition screening data will be developed as a surveillance system, and sentinel sites for villages that are vulnerable to changes in food security will be selected for monitoring every two months.
62. WFP's work to build the Government's monitoring capacity will be reviewed annually to assess strategies, tools and results. Additional thematic studies such as market analyses and regular rapid assessments will be implemented; a self-evaluation will be undertaken at the end of the operation.

RISK MANAGEMENT

Contextual Risks

63. Sri Lanka is prone to natural disasters. WFP is part of the group that monitors and plans for contingencies under the United Nations Office for the Coordination of Humanitarian Affairs. WFP will develop partnerships in contingency planning with national disaster-management authorities and local emergency-response partners.

Programmatic risks

64. Lack of timely resources could cause pipeline breaks and reduced or incomplete rations, which could increase hardship and malnutrition for beneficiary households. The nutrition activities will depend on complementary services; FFA and FFT will depend on technical expertise. Risks associated with vouchers will be mitigated by setting clear selection criteria for beneficiaries and training MPC staff. Electronic vouchers will be introduced gradually following an assessment of information technology capacity.

Institutional risks

65. Limited access and the threat of landmines in the north are the main personnel safety concerns. Security is ensured by the United Nations Security Management System and United Nations Department of Safety and Security (UNDSS).

Security Risk Management

66. Northern Sri Lanka is at UNDSS security level 3 – moderate. WFP is compliant with WFP and UNDSS security standards; the security situation is reviewed periodically to ensure the safety of WFP staff, assets and operations. Additional provisions are included in PRRO 200452 to ensure full compliance in all sub-offices in Northern Province.

ANNEX I-A

PROJECT COST BREAKDOWN			
Food ¹	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	12 958	4 778 944	
Pulses	3 902	1 791 018	
Oil and fats	1 320	1 445 400	
Mixed and blended food	9 792	11 515 392	
Others	204	17 136	
Total food	28 176	19 547 890	
Voucher transfers		3 934 976	
Subtotal food and transfers			23 482 866
External transport			1 128 906
Landside transport, storage and handling			488 685
Other direct operational costs			2 094 152
Direct support costs (see Annex I-B) ²			5 327 855
Total WFP direct costs			32 522 464
Indirect support costs (7.0 percent) ³			2 276 572
TOTAL WFP COSTS			34 799 036

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and related costs	
International professional staff	1 539 201
Local staff – national officers	454 000
Local staff – general service	451 628
Local staff – temporary assistance	606 750
United Nations volunteers	180 000
Staff duty travel	223 876
Subtotal	3 455 455
Recurring expenses	
Rental of facility	260 000
Utilities	110 000
Office supplies and other consumables	200 000
Communications services	220 000
Equipment repair and maintenance	11 000
Vehicle running costs and maintenance	310 000
Office set-up and repairs	180 000
United Nations organization services	80 000
Subtotal	1 371 000
Equipment and capital costs	
Vehicle leasing	326 400
Communications equipment	35 000
Local security costs	140 000
Subtotal	501 400
TOTAL DIRECT SUPPORT COSTS	5 327 855

ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1 Reduced acute malnutrition in target groups of children and/or populations	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 (weight-for-height as %) below emergency level (15%) ➤ Supplementary feeding performance rates: recovery, default, non-response (baseline and targets to be determined on finalization of a capacity-gap analysis) 	No civil disturbances or natural disasters occur during the operation.
Output 1.1 Food and vouchers distributed in sufficient quantity and quality to target groups of women, girls and boys under secure conditions	<ul style="list-style-type: none"> ➤ No. of women, men, girls and boys receiving food and vouchers by activity, transfer modality and as % of planned ➤ Quantity of fortified foods distributed, by type, as % of planned ➤ Quantity of fortified foods distributed, by type, as % of actual 	Sufficient funding is available. No pipeline breaks occur during the operation.
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
Outcome 2 Adequate food consumption over assistance period reached for target households, communities and IDPs	<ul style="list-style-type: none"> ➤ Household food consumption score Target: 75% of targeted households will have a mean food consumption score above the acceptable threshold 	Technical expertise is available for asset creation and training. Complementary inputs are provided by the Government and NGO partners. Sufficient funding is available. Food prices in the country are stable. MPCs have quality food in sufficient quantities.



ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p>Output 2.1 Food and vouchers distributed in sufficient quantity and quality to target groups of women, men, girls and boys under secure conditions</p>	<ul style="list-style-type: none"> ➤ 75% of targeted beneficiaries will have improved diet diversity over baseline ➤ No. of women, men, girls and boys receiving food and vouchers, by activity, transfer modality and as % of planned ➤ Tonnage of food distributed, by type, as % of planned ➤ Total food/cash equivalent of vouchers distributed 	<p>No pipeline breaks occur. MPCS store a variety of food items in adequate quantities.</p>
<p>Outcome 3 Increased access to assets in fragile transition situations for target communities</p>	<ul style="list-style-type: none"> ➤ Community asset score (baseline and target to be determined on finalization of a capacity-gap analysis) 	<p>The new community asset score monitoring mechanisms is established and functional.</p>
<p>Output 3.1 Developed, built or restored livelihood assets by targeted communities and individuals</p>	<ul style="list-style-type: none"> ➤ No. of women, men, girls and boys receiving food and vouchers, by activity, transfer modality and as % of planned ➤ Tonnage of food distributed, by type, as % of planned ➤ No. of community assets created or restored by targeted communities and individuals, by type and unit of measure <p>Target: 2,000</p>	
<p>Outcome 4 Stabilized school attendance and retention of girls and boys, including IDPs and returnees, in assisted schools</p>	<ul style="list-style-type: none"> ➤ Retention rate <p>Target: 90%</p>	<p>Sufficient funding is available. No pipeline breaks occur.</p>
<p>Output 4.1 Food distributed in sufficient quantity and quality to target groups of girls and boys under secure conditions</p>	<ul style="list-style-type: none"> ➤ No. of girls and boys receiving food and non-food items as % of planned ➤ Number of schools assisted 	



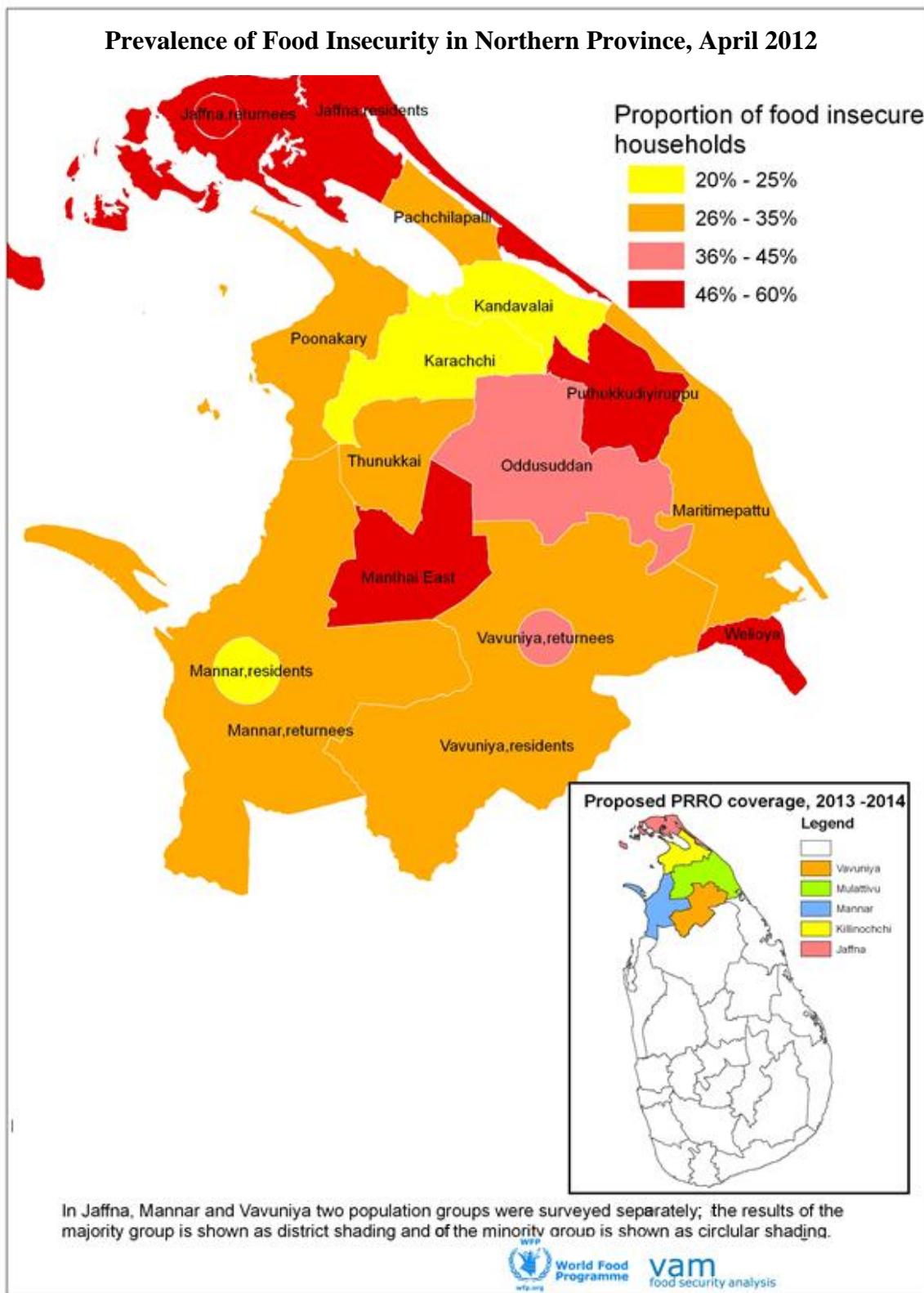
ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase		
Outcome 5 Progress made towards nationally owned hunger solutions	<ul style="list-style-type: none"> ➤ National Capacity Index (baseline and target for each hunger solution to be determined on finalization of a capacity-gap analysis) 	Sufficient funding and resources are available. The Government is interested in the buy-in strategy.
Output 5.1 Capacity and awareness developed through WFP-led activities	<ul style="list-style-type: none"> ➤ No. of people trained in programme design and planning, implementation procedures and practices, disaggregated by category (national government and partner staff) ➤ No. of technical assistance projects conducted by WFP to enhance national capacity ➤ WFP expenditures for technical assistance to enhance national capacity (US\$) ➤ No. of WFP-managed hunger solutions, systems and tools handed over to the Government 	Sufficient funding and resources are available. The Government has capacity and commitment to take over WFP-managed hunger solutions, systems and tools.



ANNEX III

MAP OF SRI LANKA



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

FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FFT	food for training
GAM	global acute malnutrition
GFA	general food assistance
IDP	internally displaced person
IFAD	International Fund for Agricultural Development
MAM	moderate acute malnutrition
MDG	Millennium Development Goal
MPCS	multi-purpose cooperative society
NGO	non-governmental organization
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
SMP	school meals programme
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund