



World Food Programme

A Report from the Office of Evaluation



*Full Report of the Evaluation of the GREAT
LAKES Regional PRRO 6077 and PRRO 6077.1
(WINGS 10062.0) - “Food Aid for Relief and
Recovery in the Great Lakes Region”*

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The evaluation team visited Burundi, Rwanda, Tanzania and Uganda in the Great Lakes region between 23 February and 28 March 2002. This document was prepared by the mission team leader on the basis of the mission's work in the field.

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Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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Acronyms

CAP	Consolidated Appeal Process
CARE	Cooperative for Assistance and Relief Everywhere
CD	WFP Country Director
CO	WFP Country Office
CPE	Complex Political Emergency
DRC	Democratic Republic of Congo (formerly Zaire)
DSC	Direct Support Costs
EB	Executive Board
EDP	Extended Delivery Point
EMOP	Emergency Operation
EPAU	UNHCR's Evaluation Unit
FAO	Food and Agriculture Organization of the United Nations
FFW	Food-for-Work
GLSU	Lakes Support Unit
HFEA	Household Food Economy Assessments
IFAD	International Fund for Agricultural Development
IFRC/TRCS	International Federation of the Red Cross/Tanzanian Red Cross Society
IP	Implementing Partner(s)
JFAM	Joint Food and Nutrition Assessment Mission
LOU	Letter of Understanding
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
MOU	Memorandum of Understanding
MSF	Médecins sans Frontières
NGO	Non Governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs (UN)
ODK	WFP Regional Bureau for Eastern & Central Africa (Kampala)
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
OEDE	Office of Evaluation and Monitoring – WFP Headquarters
PMP	Pipeline Management Program
PRRO	Protracted Relief and Rehabilitation Operation
RAM	Resource Allocation Model
RB	WFP Regional Bureau
SFC	Supplementary Feeding Centres
SO	Special Operation
SPRP	Seed Protection Ration Programme
TFC	Therapeutic Feeding Centres
TOR	Terms of Reference
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAM	Vulnerability Assessment Mapping
WHO	World Health Organization
WINGS	World Food Programme Information Network and Global System



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Executive Summary

WFP has pursued a regional assistance strategy for responding to the relief and recovery needs of the Great Lakes Region since 1995. Through a series of regional EMOPs and two phases of a regional PRRO, the programme has spent or committed over 1.1 billion US dollars. In budgetary terms, the Great Lakes operation is currently WFP's largest PRRO and is one of three regional PRROs implemented worldwide. The current 18 month PRRO expansion phase covers 4 countries (Burundi, Rwanda, Uganda and Tanzania) and provides assistance to an estimated 1.12 million beneficiaries with an approved budget of US\$ 167 million.

In 1999, the WFP Executive Board approved the conversion of the operation from a regional EMOP into a regional PRRO. This evaluation covers the period of the transition from the EMOP in 1999 and the entire period of operation under the modified PRRO programming category until April 2002. WFP's Executive Board will use this evaluation to assess the effectiveness and results of the operations, to learn more about the results achieved from the application of PRRO concepts and processes to the Great Lakes context and about the continued usefulness of a regional PRRO. The evaluation findings will also feed into a global meta evaluation of the PRRO category as whole, which is being undertaken by the Office of Evaluation beginning in late 2002. The Regional Office will also use the evaluation results and recommendations to adjust and modify the successor PRRO.

Main Results of the PRRO:

The PRRO has achieved mixed results with regard to its effectiveness in meeting protracted relief and recovery needs in the Great Lakes Region. Key results can be summarized as follows:

Maintain Favourable Nutritional Outcomes

Overall, the PRRO has successfully maintained satisfactory nutrition levels within internationally acceptable limits in all refugee camps. Despite pipeline problems in the United Republic of Tanzania, the prevalence of malnutrition is lower in the refugee camps assisted by the PRRO than among the national population.

Due to resourcing problems and pipeline difficulties, the PRRO has not always been able to provide complete general rations. In response to one pipeline break, a phase down of rations was begun in the Tanzanian refugee camps, starting in July 2000. Rations dropped by 40 percent over five months, with pulses being among the most affected. Kilocalories fell to about 60 in August/September 2000, gradually rising to 75 percent in December 2000. Kilocalories did not return to 100 percent until December 2001.

In the absence of a monitoring system that follows monthly nutritional data, it is difficult to assess properly the immediate effects of ration cuts on nutritional status in the refugee camps. However, according to the nutrition surveys that are carried out in all camps twice a year by December 2000, global acute malnutrition rates in the Tanzanian camps had doubled over the July 2000 figures, to 7.4 percent.



The mission was also concerned that weight for height measurement should not be the only indicator of nutritional status in protracted refugee situations, and that other measures should be added for the purposes of regular surveillance.

The PRRO has been generally successful in maintaining nutritional status within acceptable levels for children between 6 and 59 months residing in refugee camps and among internally displaced person (IDP) populations in Burundi and Rwanda. In some nutrition surveys in Rwanda and Uganda, however, global acute malnutrition among children 6–29 months is shown to be almost double that of the older age group. These rates are higher than the normal 10 percent cut off point used as an international benchmark for phasing out selective feeding programmes. In response to this information, a correct decision was made to target only children below 3 years of age in selective feeding programmes in Rwanda. There is a tendency, however, for nutritional status to relapse after discharge.

It has been more difficult to improve nutritional status in the case of targeted distributions to vulnerable groups and households. Whereas supplementary and therapeutic feeding programmes have been maintained at times of pipeline breaks or shortfalls, targeted distributions to other vulnerable groups are frequently scaled back.

In Burundi, a pipeline break in July 2001 required a decrease in the ration of less than 20 percent. Under normal circumstances, this reduction might not have posed a big problem, but in this case it occurred at the time of a malaria outbreak, which according to Implementing Partner reports caused malnutrition rates to soar. Mortality and morbidity data should be included in any monitoring system.

Seizing Opportunities for Recovery

The complex regional environment is not conducive to recovery activities. Constraining factors identified by the evaluation mission include national policies that do not favour some recovery activities, such as building self reliance among refugees in the United Republic of Tanzania. In addition, throughout the life of the PRRO, both United Nations and government security restrictions have continued to place serious limitations on programming opportunities beyond the provision of immediate relief (e.g. in Burundi and Rwanda). Another factor has been the reluctance of some WFP staff to serve in the difficult and unpredictable duty stations that make up much of the Great Lakes region. Given these constraints, outputs under the recovery component have declined significantly. During a five month period, the Rwanda country office had to stop approving new Food-for-Work (FFW) interventions.

Many of the recovery activities observed by the mission in Rwanda have been heavily biased towards rural infrastructure improvements, without a strong focus on building lasting assets for beneficiaries. At one site visited, although the technical quality of the work was quite good, the labourers—the majority of whom were women—appeared to have gained only short term benefits, mainly through the receipt of food rations. In refocusing the recovery aspects of the successor PRRO, greater emphasis should be placed on developing lasting and sustainable benefits for beneficiaries.

Also of concern was the sustainability of the nutritional outcomes achieved within the PRRO's other components, and this should be addressed as part of the broader effort at building meaningful recovery linkages. Given that many of the children discharged from the PRRO's selective feeding programmes are likely to relapse, more efforts are needed to link up graduates with other longer term programmes. Some positive efforts at achieving this have already been undertaken in Rwanda.



Rigid labelling of PRRO activities as either relief or recovery sometimes hides the dualistic aspects contained in many activities. One very good example is the Seed Protection Ration Programme (SPRP) in Burundi, which is implemented jointly with the Food and Agriculture Organization of the United Nations (FAO). That programme not only provides short term relief but also assumes that having received food aid, beneficiaries will be less inclined to sell the seeds they receive under an associated FAO programme. From mid 1999 through the end of 2000, the SPRP was the single largest channel for distributing food under the PRRO in Burundi.

Enhanced Disaster Preparedness and Responding to Unforeseen Crises

It has been difficult to respond to sudden and unforeseen crises within the context of the regional PRRO, and resourcing problems have hampered the PRRO's ability to meet anticipated relief requirements. To support disaster preparedness, the original PRRO had included a 20,000 ton food contingency reserve, but the lack of resource commitments from donors resulted in that reserve's being dropped from the current expansion. According to discussions with donor representatives, this lack of support for the reserve may reflect not necessarily a refusal to support contingency stocks per se, but rather a lack of understanding as to how those stocks would be managed and used. WFP may need to improve its marketing of this option.

As part of the regional approach, both a "food follows the people" approach, in the event of sudden mass population movements, and built in flexibility to reallocate resources among countries were also intended to enhance disaster preparedness. Lacklustre resourcing performance in the initial phase led to a marked reluctance to make use of the regional PRRO as the primary channel for responding to new disasters and additional relief requirements. Some donor representatives meeting with the evaluation mission expressed the view that the regional PRRO should have the flexibility to cover all contingencies through budget revisions. They also felt that the frequent use of EMOPs should be avoided, given that such use reduced programme coherence at the national level and raised issues of transparency. In practice, however, most country offices implement relief and recovery programmes quite independently from the actual source of funding, and in fact greatly welcome the added flexibility that results from the availability of resources from a number of sources. Given these circumstances, it is clearly desirable to retain the option of making use of EMOPs when needed for unforeseen emergencies. Budget revisions to the PRRO could also be considered, especially in the event of smaller scale emergencies.

Scenario-based contingency planning has been undertaken for a number of years, with varying degrees of success. Such planning has been carried out at the individual country level in collaboration with key partners such as UNHCR. There have been a number of extensive, time consuming regional exercises based on scenarios that have not come to pass. The individual country level exercises, on the other hand, appear to have been more useful for formulating effective punctual responses to rapidly evolving situations.

Application of the PRRO Category:

Major conclusions of this evaluation on key issues posed by the WFP Executive Board in relation to the application of the PRRO category to the Great Lakes are:

- The conversion of the regional EMOPs to PRROs has not in itself resulted in any substantive improvements to the delivery of WFP assistance to the region. Previous regional EMOPs all included substantial provisions for recovery and the rebuilding of livelihoods. In fact, the planning framework of the PRRO, on a country-by-country basis was identical to the previous regional EMOPs and the distribution of activities among countries was very similar.



- WFP's ability to attract and invest adequate resources in support of sustainable recovery has been limited by the complex and fragmented nature of the environment in which the PRRO operates, Government and UN policies which do not prioritise recovery issues and by unfavourable resource allocation and prioritisation processes adopted within the regional PRRO. The latter need to favour relief feeding over recovery has also resulted in the PRRO's recovery elements becoming a subsidiary objective.

Value-added of the Regional Approach:

The evaluation's main conclusion is that a regional implementation strategy, despite some associated issues, remains the most desirable option for WFP to pursue. This is true insofar as the regional approach:

- Acknowledges the close proximity of the affected area, which includes two very small countries (Rwanda and Burundi). The affected area is only about 200 miles across and in fact much smaller than many states and conflict zones where other PRROs are implemented.
- Recognizes the common root causes of the emergency.
- Provides additional support to smaller countries through a dedicated core staff and by facilitating the shifting of resources across borders.
- Facilitates logistics and pipeline management.
- Facilitates regional technical backstopping resulting in skill transfer to other WFP programs and within the constituent country offices.
- Is inherently more multilateral in character, implying greater flexibility and a higher level of choice for donors.
- Is a more politically neutral strategy which allows the operation to be seen outside of any specific national context

Constraints:

Based on the evaluation findings, the main disadvantages can be considered to include:

- Greater potential for confusion over management decision-making and resource allocation processes.
- Accountability becomes more challenging.
- Competition for donors in terms of regional and country-based program needs and perspectives.
- Donor earmarking by country and/or by component.
- Mosaic of different operating environments and national policies could have a negative impact on overall programme coherence.

Key Lessons:

The major lessons identified are:

- In the Great Lakes region, the integrity of the PRRO as a credible programming instrument for supporting protracted relief and recovery requires bolstering. This needs to be done in two ways: Firstly, there remains an ever-present danger that at times of critical shortfall - either pipeline related or due to other pressing emergency needs - supporting short-term relief priorities will win out over supporting opportunities for recovery. If the integrity of the PRRO category and its distinction from EMOPs is to be maintained, then explicit strategies must be devised to ensure both objectives can somehow be pursued in a more equitable manner; secondly, the frequent use of other programming categories (EMOPs, SOs, Quick Action Projects), sometimes as a means of attracting additional resources, tends to reduce programme coherence at the country level, thereby diluting the programmatic integrity and credibility of the PRRO category in general and of the regional approach in particular.



- While a regional strategy and PRRO continue to represent the best option for WFP in responding to the protracted relief and recovery needs of the Great Lakes Region, enhancing transparency, programming accountability and maintaining dedicated regional staff, support for the operations remain key areas for concerted action.
- Within the Great Lakes regional PRRO, opportunities for recovery are not generally found within linear national-level recovery processes but are instead situated within a mosaic of microenvironments, or a patchwork of sub-national operational conditions within which acute relief needs and recovery opportunities occur within the same community and may disappear as quickly and as suddenly as they appear. WFP's 1999 PRRO Guidelines should reflect better the challenges posed by such a complex operating environment.
- Although widely regarded by staff as a useful tool for programme planning purposes, introducing a logframe will not by itself lead to improvements in the monitoring and evaluation of the Great Lakes PRRO. The current heavy emphasis on secondary-level outcome data risks shifting emphasis away from beneficiary-centered monitoring. Concerted efforts are needed to strengthen post-distribution monitoring both as a means of ensuring a more perceptive and qualitative approach to M&E matters and of building linkages to on-going programme modifications and improvements.
- Labeling specific components within the PRRO as either relief or recovery combined with short time frames introduces unnecessary rigidities. Within the regional PRRO, many activities benefit from a dualistic quality and the nature of the operating environment does not readily permit strait forward categorizations. To the extent that this practice may encourage earmarking partly as a result of legislative restrictions and requirements among certain donors, the practice may need to be reviewed. Moreover, insofar as recovery processes are highly complex and sub-nationally fragmented, longer planning time frames are similarly indicated for PRROs operating in highly complex environments.



1. INTRODUCTION TO EVALUATION SCOPE & METHODS

An Evaluation Mission visited the Great Lakes Region between 23 February and 28 March, 2002. The mission was initiated at the request of the Regional Bureau (ODK) in Kampala, which saw merit in undertaking an independent assessment of the Great Lakes PRRO¹ as part of the planning process for the next phase of WFP assistance.

1.1 Team Selection and Composition

The evaluation team consisted of four members: three external consultants and a WFP Evaluation Officer as Team Leader. Although the original intention was to have an external consultant as Team Leader, on the day the mission began in Rome, the appointed Team Leader advised WFP that she had to withdraw from the Mission for reasons beyond her control. Since neither of the two other consultants was in a position to assume the leadership role of the mission, the WFP Evaluation Officer assumed as a *force majeure* the role of Mission Leader and a replacement team member had to be contracted at very short notice. The fourth team member joined the team in Kampala, a week later. An invitation was also sent to UNHCR's Evaluation Unit (EPAU) to participate as full team members. Unfortunately, staffing constraints did not permit EPAU to participate as had been done in 2001 for the joint evaluations of the Uganda and Sudan PRROs.

The final evaluation team consisted of three men and one woman: two Europeans males (UK and Switzerland) and two North Americans, one female and one male (U.S. and Canada respectively). A long-serving staff member (a male Ugandan) from the Regional Office also joined the team. Throughout the field visits, he provided the team with invaluable insights and a historical perspective on the Great Lakes operation.

1.2 Analytical Methods & Approaches

Given the limited amount of time and resources available and the complexity of the interface with four different Country Offices, it was decided that the team should not attempt to undertake a detailed evaluation of the different operations being supported under the regional PRRO in each of the constituent countries. To be useful and holistic, it was decided that the evaluation's focus needed to avoid getting bogged down in specific national situations and strategies and instead remain sharply focused on the PRRO's regional nature. The final set of TOR, which was adopted by the evaluation team are attached in annex 2.

The evaluation team employed a combination of methods for data triangulation, including content and gender analysis of programme documents, key informant and group interviews of beneficiaries using structured questionnaires, interview guides and site-visit checklists. The approach also relied heavily on interviews with staff who had been historically involved with the management of the regional PRRO operations in the different countries. Self-evaluation techniques were also utilised as part of the evaluation's review of the PRRO's overall progress in meeting the WFP Commitments to Women.

The following documents and secondary sources were reviewed and analyzed: regional and country-specific programme documents and reports, baseline and household food economy assessments (HFEA), Joint Food and Nutrition Assessment Mission (JFAM) reports, vulnerability assessment mapping (VAM) reports, WFP Memoranda of Understanding (MOU) with implementing partners (IP), WFP guidelines, corporate policy documents and information on resources (in-kind commodities and cash contributions) and pipeline flow. Nutrition surveys, and camp-level, anthropometric, mortality and morbidity data were consulted to assess progress towards nutrition objectives; however no primary survey data were collected for the evaluation.

The Regional PRRO is currently managed from the Bureau in Kampala, Uganda, where the evaluation based itself. The team undertook field visits in Uganda, Rwanda, Burundi and Tanzania and held interviews with WFP Country Office staff, Implementing Partners and Government officials in capital cities, sub-offices,

¹ The countries covered by the Great Lakes regional PRRO include: Burundi, Rwanda, Tanzania and Uganda.



project areas and refugee camps, in order to gain their perspectives and experiences. The team also interviewed donor representatives in country offices and in Nairobi, Kenya.

Field visits provided opportunities to interview project beneficiaries and staff working directly with beneficiaries and camp residents. A one-day workshop with Country Directors, key Bureau staff and the consultant assisting ODK with the design of the next PRRO phase in Kampala was held to validate and refine initial evaluation findings and to build consensus on key follow up issues for planning the next phase.² A full chronology of the mission along with details of who the mission met with is provided in Annexes 3 and 4.

2. CONTEXT OF THE PROTRACTED CRISIS AND WFP'S GREAT LAKES PRRO

2.1 Background to the Evolution of the Protracted Situation

In the forty years since Rwanda and Burundi became independent in 1961³, and despite local and international peace initiatives and attempts to develop inter-ethnic power sharing with multi party governments, the Great Lakes region has been characterized by political, social and economic instability. Waves of inter-ethnic violence, massacres of civilians, politically motivated murders, successful and unsuccessful coups, warlordism, predation by ethnic and sub-ethnic militias, banditry, population displacement and refugeedom have created deep insecurity for most of the population. As examples, some 250,000 Tutsi had fled Rwanda to become refugees in Uganda, following attacks by Hutu in 1959, 1963 and 1973, while some 100,000 Hutu were killed by Tutsis, following an abortive coup in Burundi during 1972. Although the term was not then current, the region had arguably been experiencing a complex political emergency for some thirty years before the crises of 1993/4 and many aspects of the emergency still exist, particularly, at present, in Burundi. The most severe problems have been in Rwanda, Burundi and eastern DRC, but north western Tanzania and southern Uganda are also involved as the homes of varying numbers of refugees.

WFP began providing emergency assistance to Burundian refugees in 1994 in Tanzania through an EMOP. This intervention was necessitated by an escalation of the civil war in Burundi when, on 21st October 1993, the army intervened in a violent coup after Hutu and Tutsi extremists had established territorial strongholds. This action quickly resulted in large displacements of the rural population. The Government of Burundi subsequently attempted to control the ethnic insecurity, which peaked during the period 1995-1997, through a policy of "regroupment". By mid 1997, between 200,000 and 500,000 Burundians had been relocated in 50 regroupment camps. Severe instability has continued in Burundi up to the present with the continuing possibility of ethnic-based civil war and ongoing banditry through most of the country. Within three years of the start of the emergency in Burundi, one quarter of the deputies in the Assembly had been murdered in the hostilities⁴. In the six years to 1999, 200,000 had been killed in Burundi, and at the start of the PRRO, 1,100,000 Burundians were still internally displaced and 300,000 were refugees.

Following the killing of the presidents of Rwanda and Burundi on 6th April 1994, when the genocide started in Rwanda, with about 10 000 being killed each day for three months, WFP used an EMOP to provide aid to Rwandan refugees who fled to Tanzania. For 24 hours during 27-28th April 1994 alone, some 250,000 Rwandan refugees arrived in north-western Tanzania. In December 1996, close to half a million Rwandans were repatriated from Tanzania, while even larger numbers returned from the DRC. Further Rwandan refugees again began arriving in Tanzania during 1998.

² ODK scheduled the Evaluation Mission Debriefing Workshop to be followed by a second one-day workshop to initiate planning for the next phase PRRO. ODK thus ensured that the Evaluation Mission directly fed into the subsequent phase planning process.

³ The Europa International Yearbook 2001

⁴ *ibid.*



Rwanda, Burundi and the DRC (formerly Zaire) have been the main sources of refugees during the last decade: at different times each of these countries has also been a refuge for refugees from the others, while Tanzania still has about half a million refugees and Uganda some 20,000. Large numbers of Congolese refugees arrived in Tanzania early in 1997, were repatriated late in 1997, but another surge of DRC refugees arrived in mid 1998. From 1995, the Government of Tanzania had been urging repatriation on the grounds that the large number of refugees created an intolerable burden on the environment. At that time, WFP became involved not only in supplying rations for refugees but also, through FFW, in supporting environmental restoration and recovery activities for local Tanzanian people.

2.2 Evolution of WFP Assistance from EMOP to PRRO to the Great Lakes Operation

Given the complex political emergency affecting the entire region, WFP food aid provided under a series of Great Lakes Operations (both EMOPs and PRROs) has been used to maintain the nutritional status of large numbers of refugees, thereby playing a crucial role in their overall survival for protracted periods of time. Continuous widespread displacement of populations, endemic poverty and insecurity have disrupted food production and marketing systems and prevented many groups from becoming self reliant.

Beginning in April 1995, and following the implementation of two country specific emergency operations (EMOP 5389 with one extension for Burundians and EMOP 5470 for Rwandans) a regional EMOP was put into place which ran for nine months and provided assistance to 2,300,000 beneficiaries.

During EMOP 5624.01, violent conflict erupted in eastern DRC and huge numbers were repatriated to Rwanda. The emphasis during the three phases of the EMOP was on relief. However, during most of this time, FFW was being used for rehabilitation and reconstruction in Rwanda, for example to support activities in agriculture, which are still continuing under the PRRO today.

The rationale for adopting a regional programming instrument was based on the recognition that all the beneficiaries were essentially affected by a single interconnected regional conflict and that a regional approach offered a more neutral channel for providing food assistance in a politically-charged environment. As noted in the 1997 EMOP 5624.02 document, "in a region replete with ethnic tensions, the maintenance of impartiality in the provision of food assistance must be central to the regional programme strategy." The continued use of a regional implementation structure was subsequently reinforced with the establishment in Kampala of a WFP regional management structure, with a Regional Manager and a UN Joint Logistics Centre in October and November 1996, respectively.

The main rationale for setting up a regional office was to better manage and support WFP's regional response to a highly complex and unpredictable regional crisis. At the corporate level, another push factor related to the on-going Organizational Change Initiative under which a number of regional cluster offices were being established worldwide. The Kampala Cluster was in fact established primarily in relation to its role in providing operational and management support to the Regional EMOPs. In the absence of a regional EMOP, there would in fact have been little rationale for establishing a Cluster in Kampala in addition to the one in Nairobi. The key intended benefit was identified as enhanced capacity to re-deploy food stocks, cash and human resources, transport vehicles and equipment, as needed around the region. In this sense, the regional approach was intended to help provide an element of built-in contingency planning.

The programme objectives of the regional EMOPs were focused on meeting the protracted relief needs of conflict-affected populations through the provision of daily dietary support as well as promoting self-reliance, resettlement, food security and economic recovery. Support for rehabilitation and recovery was to be through national governments and would remain largely dependent on security conditions.



2.3 Overview of the current Regional PRRO 6077.01 (WINGS no. 10062.0)

The Great Lakes PRRO is currently WFP's largest. The first phase (6077.00) was approved for a twenty-four month period from 1 August 1999 until 31 July 2001, with an approved budget of close to US\$270 million and a planned total tonnage of 422,478 MT of food aid. The current PRRO expansion (6077.01) runs for eighteen-months from 1 August 2001 up until 31 January 2003 and has a US\$167 million budget and a total planned tonnage of 298,000 MT. The current expansion targets 1.12 million people annually. The current expansion divides up assistance into three components: relief, protracted relief for refugees and recovery. Food requirements by country and by component were planned as follows under the current expansion phase:

Table 1 - Percentage of total PRRO planned food requirements by country and by component under PRRO 6077.01 (WINGS no. 10062)

Country	Relief	Protracted Refugee	Recovery	Totals
Tanzania	0	48	1	49
Burundi	22	0.1	12	34.1
Rwanda	1.3	3.1	10.5	14.9
Uganda	0	2	0	2
Totals	23.3	53.2	23.5	100%

As shown above, nearly a quarter of the PRRO's planned activities was to have supported recovery elements. Unfortunately, due to on-going food supply problems and chronic insecurity, the regional PRRO has not been able to fully take advantage of recovery opportunities as initially intended. Actual food utilization for the PRROs recovery elements has therefore been much lower than anticipated.

Country specific activities supported under the PRRO also include the following:

Tanzania:

Activities in Tanzania make up by far the largest share of the PRRO. At the time of the evaluation mission, the PRRO was providing support to 364,863 refugees from Burundi, the Democratic Republic of the Congo (DRC) and Rwanda. A small amount of activities were also underway to assist Tanzanians who had been negatively affected by the refugee crisis.

Burundi:

Since 1999, the PRRO has been supporting general and targeted feeding programmes for vulnerable groups, selective feeding in hospitals, school feeding and a Seeds Protection Programme implemented jointly with FAO. In Burundi, no Food for Work activities had yet taken place at the time of the evaluation mission. The ongoing civil war in the country has continued to severely limit opportunities to move out of the relief phase and to support recovery. A very small number of Congolese refugees outside of the capital Bujumbura is also supported under the PRRO. Under the first phase of PRRO 6077, food distributions in Burundi were reported only to have reached 53 percent of planned levels⁵.

Rwanda:

Since the inception of the PRRO, Food for Work activities in support of environmental protection and management have progressively had to be scaled back to almost negligible levels owing to a lack of available resources and to the prioritisation of the other two components within the PRRO. These include supplementary and therapeutic feeding programmes. Food for training has also been undertaken. Under the first phase, food utilisation for Rwanda under the PRRO stood at 66 percent of planned levels⁶. Assistance is also provided to a small caseload of Congolese refugees.

⁵ Data taken from PRRO 6077 Final Report, January 2002.

⁶ Ibid.



Uganda:

The PRRO supports a small caseload of Rwandan refugees. These refugees have achieved a fairly high level of self-sufficiency and rations are adjusted accordingly.

3. QUALITY OF THE REGIONAL PRRO RECOVERY STRATEGY & DESIGN

3.1 Transition from regional EMOPs to a Regional PRRO

Not everyone agreed, in 1998, that a transition from regional EMOPs to a regional PRRO represented the best programming option. Some staff anticipated a steady decline in beneficiary numbers and increased caseload predictability within the EMOP timeframe, and as such questioned the continued usefulness of a regional approach in such situations. They argued that special capacity for rapid regional response and resource re-allocation would no longer be needed. Moreover, both the complexity and protracted nature of the regional crisis were already complicating prospects for a clear linear path towards regional (or even country level) recovery. Government land policies towards refugees in Tanzania, initially generous in allocation of plots for cultivation as at Kanembwa, but subsequently less so, also seriously limited self-reliance and prospects for recovery. By 1999, the situation in Rwanda already had moved beyond recovery, arguably into a development phase for which a Country Programme approach might have been the most appropriate.

With the new *Relief to Recovery Policy*⁷ just recently approved by the WFP Board, awareness finally emerged that it did not seem advisable to continue with EMOPs. Both the protracted nature of the crisis and the regional need for a flexible mix of relief and recovery interventions was seen to warrant the transition from EMOPs to a PRRO. The intended resource flexibility of the PRRO instrument, combined with a regional implementation modality were in the end to offer the best mechanism for efficient pipeline management and for handling a range of possible contingencies, such as a sudden massive repatriation of Burundian refugees in Tanzania, drought in Burundi or floods in Rwanda. On a more practical level, reverting to a country-by-country approach would also have required dismantling the Kampala regional office, which had already over the previous two years built up a sizable infrastructure dedicated to providing critical support to the smaller countries grouped under the regional operation.

3.2 Development of the Recovery Strategy

During the PRRO's initial planning phase in mid 1998, WFP's corporate PRRO Guidelines had not yet been finalised.⁸ The only documents which the PRRO planning and formulation team had immediate access to at the time, and which could serve as a model, were two PRROs, which had already passed through the Programme Review Committee in Rome: Afghanistan and Somalia. The aim of the Planning Meeting was to develop guidelines for the scope and structure of the PRRO and to develop a two-year work plan. A team composed of the Regional Manager and the Country Directors, assisted through three visits from the Regional Programme Adviser from Nairobi, drafted the first regional PRRO by November 1998. It is clear that experience in the previous regional EMOPs contributed strongly to the philosophy, strategy and material content of the PRRO.

This continuity reflects the direction towards recovery that was already built into the EMOP, when conditions permitted. In fact, 35 per cent of the resources of the final phase of the EMOP had been planned for rehabilitation. Activities during the EMOP necessarily responded to fast-changing emerging situations of violent conflict and large-scale population movements. The planning framework of the PRRO, on a country-by-country basis was identical to the EMOPs and the distribution of activities between countries very similar.

⁷ WFP, From Crisis to Recovery Policy Paper, 1998.

⁸ The PRRO Guidelines were not released until January 1999.



The recovery strategy states that the formulation of the Great Lakes PRRO represented “an effort to continue to meet WFP’s policy while seeking to assist destitute people.”⁹ The strategy was simple and contained two key elements. In the first instance, the strategy foresaw that “recovery activities will take over progressively from relief assistance to stabilize the economic and social situation.” The intention was to replace free food distributions with measures to support Food-for-Work and Food-for-Training and effectively “to reinsert vulnerable groups into economic and social life.”¹⁰ Food assistance was one part of a move towards self reliance and food security over the long term. Secondly, an exit strategy envisioned that recovery activities would only “be of short duration, with objectives achievable within a period of less than a year.” Any further investments required after that time would be handled through other agencies or “under WFP-assisted development projects.”¹¹

Continuing with the regional implementation strategy was justified on the grounds that enhanced flexibility was needed for re-allocating resources between relief and recovery activities and across borders. In this sense, a regional approach was seen as an insurance policy in the event that the recovery strategy could not be implemented as planned. WFP would also be better able to respond to contingency scenarios, be they “sudden onset, slowly evolving or logistics-related”¹². The document went on to list a variety of such scenarios as part of the overall risk assessment.

The eighteen-month expansion phase PRRO (6077.01/10062) submitted to the Board in 2001 essentially did not alter the PRRO’s basic strategy and design.

3.3 Assessment of the PRRO’s Recovery Strategy & Design

3.3.1 The Recovery Strategy

The PRRO has experienced considerable difficulty in implementing the recovery strategy as planned. The following major factors have served to jeopardise the process:

A highly complex and unpredictable operating environment

The PRRO’s recovery strategy is overly simplistic for the complex context of the Great Lakes. The Great Lakes area is a highly complex mosaic of micro-environments and sub-national patchwork frameworks in which the PRRO has perforce had to operate. Within these, opportunities for recovery tend to emerge suddenly at different points across time, only to then later slide back into relief. At times, both relief and recovery needs may co-exist alongside one another and some activities may have both a relief and recovery role to play at the same time. Although it is this volatile and unpredictable situation which clearly makes the PRRO a prime candidate for the flexibility offered by a regional approach, the lack of any clear linear progression towards a sustainable regional peace will continue to constitute a major complicating factor for the PRRO’s recovery strategy. It may even interfere with the delivery of relief.

Limited and irregular access as a result of unpredictable security conditions have also limited the extent to which the PRRO has been able to shift towards more targeted approaches. This is true for example in Burundi where finding improved methods for accurately and rapidly assessing relief needs and reaching the most needy beneficiaries has proven to be quite challenging. New assessment approaches were being developed with additional inputs and support from the regional bureau in Kampala at the time of the evaluation mission.

⁹ PRRO 6077 Board approval document, WFP/EB.1/99/7-A/1, p. 5, para 9.

¹⁰ *Ibid.*, p 5, para 10.

¹¹ *Ibid.*, p. 16, para 76.

¹² *Ibid.*, p. 16, para 78. This part of the strategy was also associated with the establishment of 20,000 MT bufferstock, which could be managed and allocated by WFP.



Attracting experienced staff to serve in this volatile environment has also proven problematic. In fact, many highly experienced staff who could help boost capacity for recovery prefer not to serve in the Great Lakes region given both the perceived and real risks to their personal security and the shortage of family duty stations. To some extent the PRRO's regional design, provides additional support by more readily allowing for *ad hoc* and periodic backstopping from the Kampala office as and when required. Some donor representatives emphasized to the evaluation mission that sometimes when there have been clear opportunities for shifting the PRRO away from relief and towards a recovery orientation, the necessary programmatic skills have, at times, been lacking in the constituent country offices.

Restrictive Policy Environments

Differing national policy frameworks within the region with regard to recovery combined with a plethora of United Nations and government rules, all similarly impose restrictions on the PRRO's capacity to shift towards recovery. For example, under UN rules in place at the time of the evaluation mission, WFP staff were not permitted to travel outside the capital city of Burundi for field supervision and monitoring visits before 9:00 with a mandatory return of 15:00 hours. In this environment, it is also difficult to obtain security clearances to carry out work which is not considered to be humanitarian. In Tanzania, the Government has not permitted any assessed adjustments downwards to the ration levels based on actual levels of self-sufficiency among the refugees. This, however, has been achieved in the case of the very small caseload which the regional PRRO supports in Uganda. Food surpluses within specific sub-national operating environments invariably raise questions as to the appropriateness of food-assisted recovery programmes, especially in light of WFP's own Enabling Development policy.

Resource and pipeline problems

Both the resourcing picture of the PRRO and pipeline management problems have also tended to undermine the recovery strategy. In 2000, resourcing difficulties and pipeline breaks resulted in a need to discontinue further support for recovery activities in Rwanda and to reduce ration levels in the Tanzanian refugee camps. This had serious negative consequences as recorded outputs under the PRRO's recovery component dropped sharply, and malnutrition rates in the refugee camps began to climb to much higher levels.

Attempts to shift support for recovery activities towards WFP's regular development category as foreseen in the PRRO's exit strategy have met with limited success. There is a general lack of development resources to support recovery activities on any significant and meaningful scale, and in the case of small post conflict countries such as Rwanda, the Resource Allocation Model (RAM) are in any event extremely low.

Earmarking

The PRRO's regional design although intended to enhance flexibility for shifting resources between countries as and when circumstances required has not been able to do so. Some donors have chosen to earmark their contributions on a country by country basis. For example, from November 2000 to June 2001, it was not possible to re-allocate PRRO resources away from Burundi to bolster support for recovery in Rwanda. Even though the security situation in Burundi often did not permit the distribution of the relief stocks in country, the lack of earmarked contributions for Rwanda within the PRRO pipeline did not allow for an inter-country loan.

3.3.2 The Regional Approach

The PRRO's regional design remains the subject of on-going debate. Some staff consider the regional approach to have been highly successful in providing additional support and resources to national-level operations than might have otherwise been available if separate country-level PRROs had instead been devised. Other staff have been far less appreciative and consider the regional approach no longer relevant to the current situation and an extra layer of management, which is both expensive and lacking in transparency.



The evaluation found that roles and responsibilities for decision making on matters related to strategic planning, resource allocation and pipeline management were not clearly spelled out and understood by all key players. It was reported that important management decisions have at times been delayed or taken without consent of all concerned.

There have also been competing demands among Country Directors for limited food resources, direct support costs (DSC) and limited unearmarked contributions. For a time, the Country Director for one of the countries within the PRRO also served as the Regional PRRO Manager. This raised concerns about a possible conflict of interest between the two roles. Regional-level accountability has also been problematic.

The PRRO's regional design was intended to offer an element of built-in contingency planning, but this has not really happened given the high level of earmarked contributions. Partly in response to resourcing problems, there was a tendency for regional management to make use of other programme categories (EMOPs, Quick Action, and Special Operations) operating parallel to the PRRO and designed to pursue similar objectives. Some donors expressed the view that this practise not only lacks transparency but also reduces programme coherence at the national level as well as the credibility of the regional PRRO concept and approach itself. They would prefer that all such contingencies be dealt with through budget revisions to the PRRO.

The mission's overall assessment is that, despite some associated issues, the design of the regional PRRO should be retained into the next phase.

Value-added of the Regional Approach

It is the mission's view that a regional implementation strategy, despite some associated issues, remains the most desirable option for WFP to pursue. This is true insofar as the regional approach:

- Acknowledges the close proximity of the affected area, which includes two very small countries (Rwanda and Burundi). The affected area is about 200 miles across and in fact much smaller than many states and conflict zones where PRROs are implemented. (see Map 1 in annex)
- Recognizes the common root causes of the emergency.
- Provides additional support to smaller countries through a dedicated core staff and by facilitating the shifting of resources across borders.
- Facilitates logistics and pipeline management.
- Facilitates regional technical backstopping resulting in skill transfer to other WFP programs and within the constituent country offices.
- Is inherently more multilateral in character, implying greater flexibility and a higher level of choice for donors.
- Allows the operation to be seen within the region as politically neutral

Constraints

Based on the evaluation findings, the main disadvantages can be considered to include:

- Greater potential for confusion over management decision-making and resource allocation processes.
- Accountability becomes more challenging.
- Competition for donors in terms of regional and country-based program needs and perspectives.
- Donor earmarking by country and/or by component.
- Mosaic of different operating environments and national policies could have a negative impact on overall programme coherence.
- Many implementing partners either define the region differently or do not operate under a regional approach.



Recommendations:

- The Regional Bureau should undertake the formulation of a new regional PRRO, effective 1 January 2003, based on a revised recovery strategy and a three-year time frame.
- WVP should bolster programme cohesion and credibility by minimizing the use of EMOPs for responding to unforeseen critical relief needs except in the case of large operations which would compromise other EMOP activities particularly in recovery.
- WFP should review the 1999 “Guidelines for the Formulation of a PRRO” in light of different country experiences and relief-recovery trajectories and experience gained under the regional PRROs.
- The Regional Bureau should in the preparation of the successor PRRO, reconsider the categorization of activities as relief or recovery and explicitly investigate the opportunities for benefiting from the dual aspect of many activities.

4. KEY RESULTS AND PROGRAMMATIC ACHIEVEMENTS OF THE REGIONAL PRRO

Evaluating results of the PRRO’s programmatic performance presents a number of challenges. Firstly, throughout most of the time period under review, the PRRO lacked an integrated and operational reporting system, which might have provided regular and reliable data on resource inputs and programme outputs for the PRRO as a whole. Secondly, the stated programmatic objectives of the regional PRRO have evolved over the two phases and were again changed with the introduction of a regional logframe approach¹³. M&E systems are also currently undergoing a transition period when data requirements and indicators continue to evolve.

There are essentially three major intended results of the PRRO. These concern: i) meeting the nutritional needs of vulnerable groups; ii) seizing opportunities for recovery and iii) enhanced preparedness and effectiveness in responding to unforeseen crises.

4.1 First Core Result: Meeting the Nutritional Needs of Vulnerable Groups

The PRRO seeks to maintain nutritional status of vulnerable groups assisted by the PRRO through three delivery channels as follows:

- General Distributions to Refugees
- Supplementary Feeding at Selective Feeding Centres
- Targeted distributions

4.1.1 General Distributions to Refugees (all four countries):

Overall, the PRRO has successfully maintained satisfactory nutrition levels within internationally acceptable limits in all refugee camps. Despite pipeline problems in the United Republic of Tanzania, the overall prevalence of malnutrition generally remains lower in the refugee camps assisted by the PRRO than among national populations.

Due to resourcing problems and pipeline difficulties, however, the PRRO has not always been able to provide complete general rations. In response to one pipeline break,¹⁴ a phase-down of rations was begun in the Tanzanian refugee camps, starting in July 2000. Rations dropped by 40 percent over five months, with pulses being among the most affected. Kilocalories fell to about 60 in August/September 2000, gradually

¹³ Logical Framework planning was introduced in the Great Lakes regional PRRO in 2000, with a workshop and subsequent follow-up.

¹⁴ This pipeline break was due to several resource, management and pipeline factors converging simultaneously, and involved a diversion of a shipment at sea to a new emergency operation in another region.



rising to 75 percent in December 2000. Kilocalories did not return to 100 percent until December 2001. The tables below provide full details of ration cuts in the Tanzanian camps by month, from January 1999 through December 2001.

TABLE 2 - RATION LEVELS AND KILOCALORIE EQUIVALENTS DISTRIBUTED IN THE TANZANIAN CAMPS UNDER THE REGIONAL PRRO 1999–2001 – YEAR 1999

Month	Cereals (%)	Pulses (%)	Corn-soya blend (%)	Veget. oil (%)	Salt (%)	Approved ration (kcal)	Kcal distributed	Kcal (%)
January	100.00	100.00	100.00	100.00	100.00	2 093/1 953	1 953.00	100.00
February	100.00	100.00	100.00	100.00	100.00	2 093/1 953	2 023.00	100.00
March	100.00	100.00	100.00	100.00	100.00	2 166/1 991	2 116.00	100.00
April	100.00	100.00	100.00	100.00	100.00	2 166/1 991	2 053.76	100.00
May	100.00	80.00	100.00	100.00	100.00	2 166/1 991	1 956.05	98.24
June	80.00	80.00	100.00	100.00	100.00	2 166/1 991	1 736.00	88.88
July	50.00	100.00	100.00	100.00	100.00	2 166/1 991	1 448.50	74.17
August	100.00	100.00	100.00	100.00	100.00	2 166/1 991	2 073.23	99.00
September	100.00	100.00	100.00	100.00	50.00	2 166/1 991	2 119.12	97.84
October	100.00	100.00	100.00	100.00	50.00	2 166/1 991	2 166.00	100.00
November	100.00	100.00	100.00	100.00	50.00	2 166/1 991	2 100.38	100.00
December	100.00	100.00	60.00	100.00	80.00	2 166/1 991	2 042.66	94.28
Annual average	94.17	96.67	96.67	100.00	85.83	2 166/1 991	1 982.31	96.03

Note: Approved ration: 2,166 kcal with maize grain, 1,991 kcal with maize meal. When both maize grain and maize meal were distributed, the target kilocalories are calculated at the average.

TABLE 3 - RATION LEVELS AND KILOCALORIE EQUIVALENTS DISTRIBUTED IN THE TANZANIAN CAMPS UNDER THE REGIONAL PRRO 1999–2001 – YEAR 2000

Month	Cereals (%)	Pulses (%)	Corn-soya blend (%)	Vegetable oil (%)	Salt (%)	Approved ration (kcal)	Kcal distributed	Kcal (%)
January	100.00	100.00	100.00	100.00	100.00	2 166/1 991	2 077.99	99.98
February	100.00	100.00	100.00	100.00	100.00	2 166/1 991	2 061.50	99.18
March	100.00	100.00	50.00	100.00	100.00	2 166/1 991	2 027.01	97.52
April	100.00	100.00	100.00	100.00	100.00	2 166/1 991	2 061.25	99.17
May	100.00	80.00	100.00	60.00	100.00	2 166/1 991	2 014.80	93.00
June	100.00	100.00	100.00	50.00	100.00	2 166/1 991	2 077.50	95.91
July	80.00	55.00	80.00	50.00	80.00	2 166/1 991	1 579.20	72.91
August	60.00	60.00	60.00	50.00	60.00	2 166/1 991	1 281.90	59.18
September	60.00	60.00	67.50	50.00	60.00	2 166/1 991	1 287.98	59.46
October	60.00	75.00	80.00	72.50	75.00	2 166/1 991	1 412.43	65.21
November	60.00	80.00	80.00	80.00	80.00	2 166/1 991	1 445.80	66.75
December	68.00	80.00	80.00	80.00	80.00	2 166/1 991	1 516.62	72.97
Annual average	82.33	82.50	83.13	74.38	86.25	2 166/1 991	1 737.00	81.77

Note: Approved ration: 2,166 kcal with maize grain, 1,991 kcal with maize meal. When both maize grain and maize meal were distributed, the target kilocalories are calculated at the average.



TABLE 4 - RATION LEVELS AND KILOCALORIE EQUIVALENTS DISTRIBUTED IN THE TANZANIAN CAMPS UNDER THE REGIONAL PRRO 1999–2001 - YEAR 2001

TABLE 3: 2001

Month	Cereals (%)	Pulses (%)	Corn-soya blend (%)	Vegetable oil (%)	Salt (%)	Approved ration (kcal)	Kcal distributed	Kcal (%)
January	80.00	80.00	80.00	60.00	80.00	2 166/1 991	1 572.43	75.65
February	80.00	80.00	80.00	60.00	80.00	2 166/1 991	1 662.60	79.99
March	80.00	80.00	80.00	70.00	80.00	2 166/1 991	1 680.30	80.84
April	82.00	80.00	65.00	80.00	80.00	2 166/1 991	1 746.30	80.62
May	85.00	80.00	56.00	80.00	80.00	2 166/1 991	1 768.11	81.63
June	89.00	80.00	80.00	80.00	80.00	2 166/1 991	1 774.80	85.39
July	85.00	80.00	80.00	80.00	80.00	2 166/1 991	1 714.24	82.47
August	100.00	100.00	80.00	80.00	80.00	2 032/1 857	1 878.70	96.62
September	100.00	100.00	80.00	80.00	80.00	2 032/1 857	1 791.20	96.46
October	100.00	100.00	80.00	80.00	80.00	2 032/1 857	1 881.83	96.78
November	100.00	100.00	96.00	96.00	96.00	2 032/1 857	1 861.34	95.72
December	100.00	100.00	100.00	100.00	100.00	2 032/1 857	1 857.00	100.00
Annual average	90.08	88.33	79.75	78.83	83.00	2 166/1 991	1 765.74	87.68

Note: Approved ration: 2,166 kcal with maize grain, 1,991 kcal with maize meal. When both maize grain and maize meal were distributed, the target kilocalories are calculated at the average.

Increases in malnutrition rates began to show up immediately in five of eleven camps. In three camps, malnutrition rates remained approximately equal to 1999 levels. According to the nutrition surveys that are carried out in all camps twice a year by December 2000, global acute malnutrition rates in the Tanzanian camps had doubled over the July 2000 figures, to 7.4 percent. In Burundi, a pipeline break in July 2001 required a small decrease in the ration of less than 20 percent. Although such a cut should not have ordinarily posed a serious problem; it occurred at the same time as a malaria outbreak. According to IP reports examined by the evaluation team, malnutrition rates soared. This event underlines the need to include morbidity data in any monitoring system.

In the absence of a monitoring system that follows monthly nutritional data,¹⁵ it is difficult for any evaluation to assess properly the immediate effects of ration cuts on nutritional status in the refugee camps. In order to follow the nutrition effects of ration provision on a more timely basis, one would need to have time series of both ration composition and kilocalories and protein provided on a monthly basis as well as anthropometric data, preferably weights and heights¹⁶. In this manner, it would be possible to detect early trends of weight loss and growth faltering. However, nutrition data is currently only available on a semi-annual basis in Tanzanian camps, and intermittently in Burundi for the IDP distributions, so it is not possible to detect growth faltering early in the process of nutritional decline and any short-term effects of ration cuts may go undetected should they occur between two surveys.

Another concern is whether WHZ-scores are the most appropriate instrument for describing the nutrition situation in Tanzania, Uganda, and Rwanda, where many beneficiaries have moved from emergency/relief towards protracted relief and recovery. This indicator is described as “global acute malnutrition” in all reports reviewed. WHZ is useful as a measure of acute malnutrition or wasting in emergency situations, but in the long-term, “underweight” (weight-for-age WAZ < -2 S.D.), which is a composite measure of malnutrition, or “stunting” (height-for-age HAZ < -2 S.D.), which measures chronic malnutrition, should be indicators used to estimate malnutrition. Tanzania was the only country that included stunting assessment on its nutrition survey.

¹⁵ As per the Memorandum of Understanding (MOU) that existed between WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR) at the time, responsibility for establishing and implementing a nutritional monitoring system rested with UNHCR.

¹⁶ This is needed so that one can calculate all three anthropometric Z scores: WHZ and WHZ WFP.



4.1.2 Supplementary Feeding at Selective Feeding Centres (all four countries)

The PRRO has been generally successful in maintaining nutritional status within acceptable levels for children between 6 and 59 months residing in refugee camps and among internally displaced person (IDP) populations in Burundi and Rwanda.

In some nutrition surveys in Rwanda and Uganda, however, global acute malnutrition among children 6–29 months is shown to be almost double that of the older age group.¹⁷ These rates are higher than the normal 10-percent cut-off point used as an international benchmark for phasing out selective feeding programmes. In response to this information, a correct decision was made to target only children below 3 years of age in selective feeding programmes in Rwanda.

There is a tendency for the nutritional status of graduates of these programmes to relapse after their discharge, and consideration needs to be given to linking up graduates of selective feeding programmes with programmes addressing sustainable household food security such as food for work, kitchen gardens, employment, training and asset production.

4.1.3 Targeted Food Distributions for Vulnerable Groups (Burundi and Rwanda only)

It has been far more difficult to find evidence of improved or maintained nutritional status in the case of targeted distributions to vulnerable groups and households. Whereas supplementary and therapeutic feeding programmes have been maintained as a matter of priority at times of pipeline breaks or shortfalls, targeted distributions to other vulnerable groups are usually scaled back.

Information on underweight was not available for PRRO-assisted areas in any of the four countries visited. Efforts to improve chronic malnutrition among the target population at the household level are already addressed through food for work and self-reliance activities in Rwanda and Burundi. For nutritional status is to be improved beyond acute malnutrition, however, surveys and programmes that include infant feeding practises and micronutrients must also figure into the plan. Tanzania has already made some excellent steps forward in this direction, by including stunting data in the 2001 nutrition surveys, and incorporating micronutrient and infant feeding components into these same surveys.

Nutrition Recommendations:

- To enhance effectiveness with regard to this objective, WFP should consider instituting regular growth monitoring/promotion programs which could become early warning centres. Malaria, measles and other morbidity also can be tracked and this could perhaps help prevent, pre-empt or at least mitigate early on a situation such as that which happened in Burundi from reoccurring.
- Consider using stunting and underweight indicators to monitor child nutrition in more protracted situations.
- If the PRRO is to define success in terms of nutrition outcomes (i.e. nutrition status), then there is a need to carefully rethink WFP's capabilities and resources dedicated to monitoring nutritional status and other pertinent indicators.
- In all countries where therapeutic and supplementary feeding programmes are in place, mothers of graduates should be referred to food-for-work or other development activities such as seed protection, training, and income generating projects to prevent recidivism and promote self-reliance. Since children who graduate from selective feeding centres and their mothers have not been adequately monitored to ensure their continued health and progress, selective feeding should be linked to other services, including MCH and growth monitoring/promotion at the local health centres.

¹⁷ Weight-for-height <-2 S.D.



4.2 Second Core Result: Seizing Opportunities for Recovery

Due in large part to contextual and resource factors, the PRRO has thus far met with only limited success in relation to this objective.

To date, most recovery programming under the PRRO has been carried out in Rwanda. The mission was unable to obtain precise data from the Country Office on actual versus planned achievements; however, based on the available physical achievement data contained in the Final Report for the PRRO's first phase, there has been a steady decline in asset creation in Rwanda over the life of the PRRO¹⁸. Land terracing and swamp development, which had been undertaken for many years before the present emergency in Rwanda, are still being implemented in food-insecure areas. The mission was impressed by the quality of the work, but was concerned that in many cases, the ownership of the substantial, long-term and valuable physical assets accrues to elite groups and individuals, whereas the labourers, the majority of whom were observed to be women, gain only short-term benefit through FFW.

Immediately after the PRRO's approval in 1999, a very limited number of FFW activities were undertaken in Burundi; however, precise data and detailed amounts are sometimes not available. Soon after, the activities were suspended due to the rapidly deteriorating security situation and the murder of the WFP Logistics Officer and the UNICEF Representative at an IDP regroupment camp in October 1999. Although there have always been plans to reactivate FFW programming activities in Burundi, UN security rules, which do not view recovery activities as essential, continue to constitute a significant constraining factor on this key PRRO objective. Given the improved security situation presently prevailing in certain parts of the north of the country, recovery activities are anticipated to begin again in the near future¹⁹. The CO also hopes soon to start implementation of the planned school feeding programme.

Some PRRO-supported activities combine a relief and recovery dimension in one, and pose obvious difficulties for clear labeling and reporting. For example, the Seed Protection Ration Programme (SPRP) in Burundi, which is implemented jointly with FAO and CARE, not only provides for short-term relief but also assumes that having received food aid, beneficiaries will be less inclined to sell the seeds they receive under an associated FAO programme. From mid 1999 through to the end of 2000, the SPRP was the single largest channel for distributing food under the PRRO in Burundi.

A similar problem exists in Tanzania where a number of food-supported activities have been undertaken to assist the Tanzanian local population and repair damaged environments, which have been affected by the protracted refugee crisis. These activities are not regarded as falling under the PRRO's recovery label or window given the Government's view that repatriation is the only sustainable solution.

Since 2001 and under the Self Reliance Initiative, WFP and UNHCR have supported refugees in dairy production, home gardening, vocational skills training, crop production and handicraft production. These activities have been most successful in Kanembwa Camp where refugees have access to large 50 by 50 m garden plots. WFP Tanzania also supported a number of NGOs in recovery activities, for example: MIBOS for tree nurseries for women, MSF for malaria reduction, and Caritas for street children. Though these activities are in themselves commendable, some of them raise ethical problems and issues of long term sustainability. Provision of support for orphans, street children and possible AIDS related activities can be questioned on the grounds of morality, legality, and whether there is an acceptable exit strategy.

Recommendations:

- Undertake an independent review of the lasting benefits accruing to FFW participants in rural infrastructure schemes.

¹⁸ See PRRO 6077 Final Report, January 2002, p. 11.

¹⁹ Per discussion with the Burundi WFP Country Director, March 2002.



- Include in the recovery strategy for the successor PRRO a more equitable strategy for balancing the needs of recovery and relief programming at times of resource shortage
- Formulate guidelines in relation to ethical, legal and sustainability issues arising from FFW and FFT activities, which WFP supports even though implemented by others
- Establish a mechanism, acceptable to donors, which will ensure that recovery activities do not always suffer during contingent reductions in supplies or additional demands.

4.3 Third Core Result: Enhance Disaster Preparedness to Respond to Unforeseen Crises

It has been difficult to respond to sudden and unforeseen crises within the context of the regional PRRO, and resourcing problems have hampered the PRRO's ability to meet even anticipated relief requirements. To support disaster preparedness, the original PRRO had included a 20,000 MT food contingency reserve, but the lack of resource commitments from donors resulted in that reserve's being dropped from the current expansion. According to discussions with donor representatives, this lack of support for the reserve may not necessarily reflect a refusal to support contingency stocks per se, but rather a lack of understanding as to how those stocks would be managed and used. WFP may need to improve its marketing of this option.

As part of the regional approach, both a "food follows the people" approach, in the event of sudden mass population movements, and built-in flexibility to reallocate resources among countries were also intended to enhance disaster preparedness. Lacklustre resourcing performance in the initial phase led to a marked reluctance to make use of the regional PRRO as the primary channel for responding to new disasters and additional relief requirements. Some donor representatives meeting with the evaluation mission expressed the view that the regional PRRO should have the flexibility to cover all contingencies through budget revisions. They also felt that the frequent use of EMOPs should be avoided, given that, in their view, such use reduced programme coherence at the national level and raised issues of transparency. In practice, however, most country offices implement relief and recovery programmes quite independently from the actual source of funding, and greatly welcome the added flexibility that results from the availability of resources from a number of sources. Given these circumstances, it is clearly desirable to retain the option of making use of EMOPs when needed for unforeseen emergencies. Budget revisions to the PRRO could also be considered, especially in the event of smaller-scale emergencies.

Scenario-based contingency planning has been undertaken for a number of years, with varying degrees of success. Such planning has been carried out at the individual country level in collaboration with key partners such as UNHCR. There have been a number of extensive, time-consuming regional exercises based on scenarios that have not come to pass. The individual country-level exercises, on the other hand, appear to have been more useful for formulating effective punctual responses to rapidly evolving situations.²⁰

4.4 PRRO Outputs: Planned versus Achieved

In order to determine whether the targeted beneficiaries are being reached, the mission aimed to compare planned figures from the original PRRO document with current statistics from WFP country offices for January 2002, assuming that this would be the latest date for which the team was able to obtain actual figures.

The mission encountered several obstacles in its attempts to obtain and compile these data. First, the definition of the term "beneficiary" was not always consistent. According to one country office, "Different staff/offices have been reporting depending on one's understanding of the term..." Secondly, of the two sets of beneficiary numbers provided for January 2002, numbers of beneficiaries differed markedly between the two data sets. It was unclear which set of tables represented the actual number of people fed (or actual MT

²⁰ The 1999 contingency planning exercise undertaken in the United Republic of Tanzania was mentioned to the mission as having been useful in formulating a more rapid and effective response to a refugee influx.



distributed) and which showed PRRO planning figures. WFP appears still undecided on the best method for counting and registering beneficiaries. Several working groups have been established.

Given different and sometimes contradictory understanding of the meaning of the data among different field offices²¹, it was unclear which data set was most accurate. Hence, numbers from both sets are shown in the table included as annex 7.

The mission assumed the first set of data reflected pre-positioning figures provided by UNHCR (column labeled “Jan-02 Summary Form”). Since it is not clear if the numbers represented the actual number of beneficiaries fed (or were calculated based on metric tons distributed). It was assumed the second set of statistics originates from UNHCR’s demographic information recorded in the WFP database and represent planning figures using the official caseload (column labeled “Jan-02 Statistics”). One Tanzania field office stated these data should be “considered more correct as the information was obtained from the verified database while the summary sheet for January use[s] information from various sources”. These data are also more comprehensive. We therefore used these data to calculate “Percent Target Achieved” in the table in annex 7.

A comparison of WFP beneficiaries in January 2002 compared to original numbers in the PRRO shows that in both Rwanda and Burundi general distributions have markedly increased beyond original projections at the expense of supplementary feeding programmes - ostensibly because they are being phased down in Rwanda - and development-oriented food-for-work and seed protection projects (see table in annex 7). Note that FFW was not even initiated in Burundi, mostly likely due to the low level of security and access throughout the country. Even if a country like Rwanda has moved towards development, unanticipated stresses including sudden increases in refugees, natural disasters, and pipeline breaks would inevitably result in cuts in recovery/development programmes. Since such a problem is not specific to Rwanda and is likely to occur again both in Rwanda and other countries, the PRRO cannot successfully integrate recovery into its plan if food-for-work projects are abruptly abandoned in mid-stream. Uganda and Tanzania, in contrast, have kept general distributions near target levels.

Tanzania exceeded the number of beneficiaries originally targeted under the PRRO proposal at 113%. In Tanzania, only food-for work was set back in January 2002, reaching only 41 of 10,000 intended beneficiaries. In-hospital feeding, targeted distribution, supplementary feeding, and general distribution all exceeded the proposed numbers. In Uganda, only general distributions fell slightly short of projections, but overall, actual numbers are relatively close to targets. In both Tanzania and Uganda, where no programme activities had been proposed in the original PRRO (institutional feeding and food-for-training in Tanzania and targeted feeding in Uganda), WFP had initiated activities in these areas.

²¹ Tanzania-Ngara responded that the Jan-02 summary sheet represented the following: “Beneficiaries for general food distribution in indicator summary form (summary sheet) reflects food pre-positioning figure as provided by UNHCR whereas the beneficiaries in the January 2002 statistics reflects UNHCR demographic information recorded in the WFP database” (E-mail communication, May 2002). In contrast, the Tanzania-Kibondo office states “The beneficiaries in the summary sheets reflected the number of actual people fed during the particular month, while the beneficiaries in the January statistics refers to the planning figures (official caseload) from UNHCR for the particular month. Note that there is a marginal difference between the two and we were always using the official caseload (planning figures) for the planning purposes as in most cases it is higher than the actual fed figure (E-mail communication, May 2002).



5. IMPLEMENTATION PROCESSES

5.1 Regionality

Many of the PRRO's key implementation modalities and processes are defined at the national level. The PRRO's regionality is primarily expressed in terms of i) regional management support ii) regional logistics and pipeline management and iii) regional monitoring and reporting. Each of the three aspects is reviewed below.

5.1.1 Regional Management Support

The recent history of the Kampala regional office has been marked by some important organizational changes. Originally established as a cluster office in 1996, the Kampala cluster was converted to the Great Lakes Support Unit (GLSU) and then later merged in December 2001 within the newly decentralised ODK Bureau.

The Regional Bureau, which was established in Kampala in September 2001, covers 16 countries, and operates under the authority of a Regional Director. At that time, the GLSU was merged into the ODK Bureau. This series of transformations has led to a certain degree of confusion among staff and management and made definition of responsibilities much more difficult. The ODK Bureau is now in the process of defining adequate and transparent management structures, which will improve clarity and efficiency of management.

The regional PRRO has presented some management challenges. The Mission observed that roles and responsibilities for regional decision making on matters related to strategic planning, resource allocation, and programme, logistics, pipeline, staffing and finance/budgeting issues were neither well-articulated nor well-understood. Some important decisions may have been delayed or taken without the knowledge of other key players. During the 2000 mid-term PRRO review, which preceded the preparation of the current expansion phase, key strategic decisions and modifications appear to have been deferred, while opportunities for positive and constructive changes may have been missed.²²

At times, there have also been competing needs among Country Directors for food resources, Direct Support Costs (DSC) and non-earmarked contributions. Cash funds under DSC have not always been shared and managed across the region in relation to tonnages generated and utilised at the country level. For a time, the Regional PRRO Manager also served as a Country Director for one of the countries within the PRRO. This raised concerns regarding the compatibility of these two roles.

Until December 2001, the PRRO had been adequately supported through dedicated regional staff located within the Kampala Regional Office. Now however, all regional PRRO staff have been merged into the new ODK Bureau, and staff who had previously devoted the majority of their time to the PRRO are no longer able to do so.²³ This has resulted in a difficult transitional situation in which the day-to-day level of support to the PRRO has been curtailed considerably, and the PRRO's DSC is temporarily subsidizing the Bureau.²⁴

At the regional level, the mission was quite favourably impressed with the system of staff support and technical backstopping, which was in place to support implementation of the regional PRRO. Technical staff from the regional office were providing support and backstopping to the Cos in key areas such as nutrition, VAM, information technology and logistics and were imparting valuable skills and knowledge to local staff. These skills are all critical to the PRRO's continued successful implementation. Now that the Great Lakes

²² There was in fact a strong sense among the regional management team, which assembled to review the evaluation team's initial findings that a more transparent system for decision-making on resource use and allocation needed to be put in place.

²³ The new ODK Bureau covers sixteen countries in Eastern and Southern Africa.

²⁴ The ODK Bureau Director advised the mission that the situation was actively under review.



Support Unit has, since December 2001, been merged into the decentralised Kampala bureau, new arrangements will need to be found to ensure that past successes and support continue to be provided in order to maximize the potential benefits arising from a regional implementation strategy.

At the Country level, high staff turnovers have contributed to some lack of continuity and, at times, to critical skill gaps needed to support the transition to recovery. The situation in Burundi was quite notable in this regard, and WFP has faced serious problems in attracting experienced and qualified staff to work in this environment.

Recommendations:

- Enhance transparency in the allocation and management of regional PRRO resources among the constituent country offices.
- Clarify procedures for regional management decision-making in the successor PRRO, especially in cases where available food resources may not meet all planned requirements.
- Review staffing requirements and funding modalities for both the PRRO and the new ODK Bureau.

5.1.2 Regional Logistics & Pipeline Management

Regional logistics and pipeline management have helped to strengthen forward planning and disaster readiness. The use of dedicated regional fleets has clearly facilitated food deliveries when commercial transport either has failed or is not available. The fleet of Hino trucks for example has proven extremely useful in overcoming a shortage of available commercial transport in Burundi.

The regional fleet of non-commercial Bedford trucks has also been deployed on numerous occasions to augment private transport capacity in response to sudden emergency situations, including the recent volcanic eruption in Goma and in cases where commercial transport has been unable to deliver food.

Regional pipeline management has made some use of inter-country loans, reallocations and local purchases as a means of mitigating delivery problems. Donor earmarking of contributions, however, serves to restrict flexibility. For example, under the first phase of the PRRO, only 1.1 percent of the total tonnage contributed was reallocated, while 18 percent was shifted through inter-country loans. Under the expansion phase, the same figures as of March 2002 were 1.8 percent and 19 percent, respectively.

Until quite recently, there were no established procedures in place for decision-making on the pipeline, and coordination between regional pipeline management and the individual country-level programming processes needed strengthening. Early warnings about impending pipeline breaks have also been problematic. The major 2000 pipeline break, for example, did not appear in WFP's resources document (the "Yellow Pages")²⁵ sufficiently ahead of time for corrective action to have been taken.

The decentralization of the bureau from Rome to Kampala in late 2001 will likely further strengthen regional pipeline management. Since January 2002, standardized pipeline reports have now been used as a means of better anticipating pipeline breaks.

5.1.3 Regional Monitoring & Reporting

The evaluation mission found it very difficult and time consuming to obtain data on food distributions by component, on beneficiaries or to measure achievements and progress against what had originally been approved.

²⁵ The document, issued by the Resources Programming Service (ODP) at WFP Headquarters on a regular basis, gives an overview of WFP resource requirements on a global basis. It is used, *inter alia*, as a tool for resource mobilization. The official title of the document is: Estimated Food Needs and Shortfalls for WFP Operations and Projects.



Reporting under the PRRO overall tends to be irregular and country specific. Under a regional approach, many of the programmatic details seem by necessity to get left up to the individual country offices to work out depending on what may or may not be possible. While this has no doubt added an element of programmatic flexibility to the PRRO, which country-based staff appreciate, it also raises accountability concerns. To its credit, the Regional Bureau recognizes the accountability problem and the need for remedial action. A useful Final Report for PRRO 6077.00 was prepared in early 2002, which provides country-based data and some degree of analysis of key programme issues. At a more ambitious level, the Regional Bureau, of its own accord, has been working on the development of a new results-based M&E system based on logframe planning. The Great Lakes countries included within the PRRO have been some of the first to undertake such planning. The system, however, was not yet operational at the time of the mission.

In general, the monitoring systems are not directly linked to programme modification. In Tanzania, for example, the JFAM (2001) reported “follow-up on recommendations was not strict and is *ad hoc*.” Lack of proper follow-up is constrained by several factors: many assessments base their conclusions on secondary information; follow-up is limited by the lack of resources (such as computers and staff) necessary to implement program-related modifications; and follow-up generally is the responsibility of the partner organizations. While WFP cannot make specific programmatic changes that are under the purview of the IPs, WFP could use its influence, food and cash resources more effectively to leverage compliance.

There is a need to streamline reporting activities with an emphasis on analysis and synthesis of more limited, qualitative information rather than on collecting and compiling large amounts of information. WFP should consider streamlining its monitoring system and select a few indicators that it can track and analyze on a real-time basis. The Vulnerability Assessment Mapping (VAM) system might be adapted to identify and provide WFP with appropriate sampling methods and proxy household consumption indicators. This was initiated in Burundi in April 2002 for targeting purposes.²⁶ The model should be tracked for future adaptation in other countries).

A Logical Framework for the PRRO has been developed although it was not yet a formal requirement. Log frames were regarded as a useful programme-planning tool for structuring the main elements in its projects, highlighting logical linkages among inputs, planned activities, expected outputs and intended objectives (WFP Monitoring and Evaluation Guidelines, 2001; Workshop Report on M&E in Great Lakes, 2001). They are seen as “a project improvement tool with the ability to communicate a complex and costly project (i.e. the PRRO) clearly and understandably on a few sheets of paper” (*Background to the PRRO 10062 Logical Framework Exercise*, 2001).

Linking logframe approaches and concepts to the presently fragmented monitoring and reporting processes operating under the regional PRRO will be challenging and time consuming. There is an opportunity and indeed a need to undertake more perceptive and qualitative monitoring at the field level; however, the present trend within WFP and among donors towards results-based management and the use of secondary outcome data may be leading to a shift in emphasis away from beneficiary-centered monitoring.

The log frame has provided a good conceptual first step for WFP as it moves to streamline its monitoring system. In order to be more effective from a programmatic standpoint, however, the logical framework approach must advance from the conceptual towards the practical, ensuring that are small in number, objective, easily measured over a specific time interval, and useful to WFP and its constituents. In general, WFP has been overly ambitious in the creation of log frames and of monitoring and evaluation matrices.

Of the six main indicators above, only two, prevalence of acute malnutrition in children under five and number of beneficiaries reached were being measured and compiled on a regular basis. The other indicators, such as timeliness of response and percent of target communities by sex with access to physical assets, etc. can be interpreted in many ways and are more qualitative in nature. Micronutrient deficiency prevalence was

²⁶ Improved targeting in Burundi may have to wait for the lifting of security measures and un-constrained access to all areas.



assessed in Rwanda in 1996 and Tanzania in 2001, but no data were available on Burundi and Uganda. Uganda has conducted nutrition surveys every six months since before the PRRO began. Tanzania has improved its nutrition monitoring system, completing surveys regularly (every six months) and integrating other important nutrition components such as micronutrients and infant feeding into surveys. The specific design and instruments for these surveys in terms of specialty areas need to be reviewed to become more consistent across countries and with international norms and indicators for comparison purposes.

WFP must also consider the purpose of the regional log frame in the context of country versus regional monitoring and reporting. Given the scope of the current log frame, compiling and aggregating country data at the regional level is time-consuming, and should perhaps only be used for planning and periodic reporting several times per year, but not for monitoring and evaluation. If WFP is going to use log frames for monitoring at the regional level, it should consider reducing the number of indicators to a handful of standardized, easily measured ones than can be easily compared across countries and reported in a timely manner. The data flow needs to become rapid and bi-directional allowing for timely feedback leading to program improvements. At the country level, the current log frame would be more useful for Monitoring and Evaluation.

Staff Concerns

Although many staff interviewed agreed that the logframe was a useful tool for programme planning purposes, concern was expressed regarding the logframe's appropriateness for monitoring of food-assisted emergency relief and recovery interventions. Many field staff are already overwhelmed with the monitoring requirements associated with day-to-day food movements, arrivals and distributions. They do not easily see how to shift their focus towards monitoring the more qualitative aspects of the PRRO.

New M&E approaches and reporting requirements have been layered on top of existing systems making the transition period particularly burdensome. These processes take time. Staff shortages and lack of resources for training and technical assistance for M&E activities are real constraints. There is no specific budget for such activities within the PRRO and securing resources for M&E within WFP generally continues to be problematic and has increasingly become the subject of debates at the Executive Board.

Heightened accountability requirements at the level of outcomes (i.e., not immediately linked to outputs like the provision of food) may also be running into "buy in" problems. One senior manager, for example, advised the mission that under no circumstances was the office responsible for obtaining and analyzing monthly mortality and morbidity data collected by UNHCR, even though the indicators had for quite some time already been included in the regional PRRO logframe.

Another important complicating factor is the heavy reliance on partners and partnerships for reporting on WFP-supported activities in general. This limits WFP's ability to be directly in contact with beneficiaries' perceptions of their situation and events on the ground generally. This is more problematic in areas where access is limited, for example in parts of Burundi. In particular, nutrition surveys and center-based reporting both remain the responsibility of partners. Partners and WFP do well when it comes to gathering information, but the challenge is to consolidate field and partner in a simple, useful form and for programme modifications still remains.

Nutritional surveys are presently the responsibility of UNHCR or UNICEF outside of refugee camps, usually in conjunction with additional implementing partners. The mission was concerned to learn that at a time when WFP is seeking to achieve increased accountability in the area of favourable nutritional outcomes, UNHCR's nutrition support role under the MOU with WFP may be in jeopardy as a result of resource and personnel cuts. UNICEF may need to step in here, and, if structured appropriately, WFP could play a more active role in nutrition monitoring at the beneficiary level in the future.



Recommendations:

- For the duration of the current PRRO and its successor, introduce a simple regional report, possibly adapting the new “Guidelines and Format for Completing the Country Office Report” to the PRRO’s regional set up.
- Continue to gradually phase in the implementation and consider simultaneous streamlining of the logframe and M&E reporting system, in preparation for the next phase of the regional PRRO.
- Review and streamline logframe objectives, indicators and reporting requirements for the next phase of the PRRO, increasing capacity to collect and analyze specific data on key indicators.
- Simplify and directly obtain data on field indicators, using observational and other qualitative and rapid techniques; health and consumption indicators could be included to provide a more complete picture of the factors that may determine nutritional status
- As part of a broader emphasis on post distribution monitoring, consider pilot testing alternative modes of gathering proxy indicators at the field level. For example, field monitors could be trained and required to allocate one-day per week in order to gain a deeper understanding of the end use of WFP commodities and other food in the home and obtain valuable information for early warning in the event of an emerging shortage. This would require streamlining of monitors other duties to include this activity.
- Additionally, WFP should consider instituting post distribution monitoring to better understand the dynamics of intra-household food use and allocation, not just relying on periodic HFEAs, which aim mainly to determine “income” groups and livelihood patterns from a very small number of key informants and households. WFP could consider using its food distribution monitors in this endeavour, by streamlining their duties to permit monthly household visits. A one-page questionnaire or checklist combined with qualitative and observational techniques would suffice. WFP should look into other models than the HFEA for this purpose.

5.2 Targeted Approaches and Relief Needs Assessments

5.2.1 Moving Towards More Targeted Approaches

Consistent with the objectives of the PRRO category as a whole, the evaluation found that the regional PRRO has done well in modifying its targeting approaches when the operating environment and lack of resources have not been limiting factors. Although success in this regard is largely shaped by specific national level operating environments, the evaluation identified a number of regional-wide concerns, which have complicated the attempt to move away from situations of generalised relief.

Within refugee camp situations, although it has been possible to distinguish different income groups, there are no practical guidelines for selecting the most vulnerable households for higher generalised rations. There are also no standard methods for modifying targeting criterion at times of resource shortfall. Decisions tend to be made on a purely *ad hoc* basis. In some cases, beneficiary numbers and rations have been reduced across the board. In others, physiologic and/or population group criteria (e.g., pregnant/lactating women; elderly; households with orphans and outside resources) have been used to determine ration size and allocation. Targeting, based on livelihood criteria or personal and household assets, is very complicated and problematic to implement properly even with good guidelines. Typically, factors outside program control have a major influence. Ensuring that women or vulnerable individuals (usually individuals with low status) receive the rations does not necessarily ensure that they will retain control over that food resource within the household. More post-distribution monitoring is required. Targeting vulnerable individuals in a household or community in a culture where sharing is the norm can actually put that individual at personal risk when there is a shortage of food and/or other resources. There are few rewards for positive change such as linkages with other programs (e.g., FFW, training, income-generating projects) so that refugees have positive incentives and means to wean themselves off of prolonged food distributions. Nutritional rehabilitation (therapeutic/supplementary feeding) needs to be linked with other programs to promote a durable solution to the specific cause of household/community food insecurity. HIV/AIDS is a growing problem in the Great Lakes region and may significantly increase caseloads of orphans, children on their own and street children, and nutritionally vulnerable and malnourished individuals.



Recommendation:

- For general targeting on HIV/AIDS: WFP should undertake a review of approaches of other food-donating organizations addressing household food security as to how they incorporate HIV/AIDS into targeting criteria to ensure confidentiality and minimize further marginalization of HIV/AIDS affected individuals and households.

The regional PRRO makes use of targeted approaches in pursuit of a variety of purposes; as part of self-reliance and exit strategies (Uganda, Rwanda), for counteracting pipeline shortages (Tanzania, 2000), and for meeting needs in unforeseen crisis situations including drought, floods (Rwanda, Burundi) and civil unrest (Burundi). Targeting approaches adopted under the PRRO include:

- Reduction of rations and phase-down over time in the older refugee camps where refugees have been the longest and have achieved the most self-reliance in terms of their own food production and livelihood possibilities (modified general feeding approach in Uganda refugee camps).
- Application of targeting criteria such as individual and group characteristics including physiologic state, household resources, vulnerability/at-risk criteria (targeted feeding of IDPs in Burundi) or providing food to hospitals and institutions such as orphanages (Uganda) hospitals and programs for street children (Tanzania).
- Focusing on specific activity types in food insecure areas, such as food-for-work (FFW) (Rwanda) or school feeding/food-for-education (Rwanda and Burundi).
- Targeting for nutritional improvements through food-assisted selective feeding programs. The programmes target nutritionally-at risk children and women based on nutritional criteria. They seek to rehabilitate the most malnourished children in therapeutic feeding centres (TFC) and nutritionally at-risk or vulnerable pregnant and lactating women, nutritionally-improved children graduated from TFCs. Increasingly, HIV/AIDS affected malnourished individuals) in supplementary feeding centres (SFC) for IDP populations (selective feeding in Burundi) and refugees/refugee affected areas (refugee camps in Tanzania).

In both Uganda and Rwanda, the regional PRRO has done relatively well in modifying its targeting approaches away from generalised relief in favour of more targeted approaches. In Tanzania and Burundi, however, there have been a number of constraining factors which have tended to limit success.

Uganda

Uganda has achieved the greatest amount of success within the regional PRRO in terms of shifting gradually towards the adoption of more targeted approaches. The government of Uganda generally pursues favourable policies for promoting investment, protecting health, including a progressive HIV/AIDS policy, and towards self-reliance among refugees. This creates an enabling environment for WFP's PRRO activities. Donor support for the government and investment in Uganda was highly favourable at the time of the evaluation mission.

Inside Uganda, refugee camps are allocated land from the government as part of its policy of self-reliance. New arrivals in camps and vulnerable groups are targeted with extra rations, and the intention is to phase out general distributions over time. The idea is that camps that have been there the longest are more likely to have become self-reliant to a large degree.

The strategy outlined above appears to be a good means of helping refugees move towards self-sufficiency. In early 2001, 92% of Kyaka and 57% of Oruchinga refugees had been assessed as having achieved a significant level of self-sufficiency. These sufficiency levels were used to revise food-aid rations downwards (Uganda JFAM, February 2001). Refugees seem to have accepted the phased-down ration system, but there is still a challenge to provide incentives for refugees to do well, to encourage a desire to be off the ration.



Some camps, however, have made strides in successfully targeting vulnerable persons. The August 2001 JFAM states: “partners should make an effort to assist the community to design sustainable means of assisting their vulnerable population as the general food rations are phased out.” A good example of community assistance was noted in Kyangwali among the Congolese community, where some vegetables were cultivated to assist vulnerable persons like the elderly and disabled.

Rwanda:

Rwanda has achieved mixed success and, to some extent, has suffered from a lack of foreign aid resources since it has largely moved out of the relief phase. Both the government and WFP would have liked to make more of a commitment to development and recovery. However, the unforeseen influx of refugees from the eastern Democratic Republic of Congo (DRC), unpredictable climatic conditions (floods and drought), limited food donations for recovery activities under the regional PRRO and pipeline breaks have required the diversion of food away from FFW and recovery activities in that country. These diversions have been in favour of general distributions in the refugee camps and selective feeding programs both within Rwanda as well as elsewhere in the region.

Burundi:

Targeted approaches have proven particularly problematic in Burundi. Limited and irregular access has limited the the PRRO’s ability to consistently direct and to deliver food to the most food insecure and nutritionally at risk areas. Security concerns, UN and Government security and travel restrictions have placed significant barriers on WFP’s access to vulnerable areas. See the map on security zones in Burundi which were in place at the time of the evaluation mission. The regional PRRO has not been able to distribute food aid, even relief food aid, on a regular basis since the Government of Burundi mandated that all convoys must leave Bujumbura not before 9:00 in the morning and then return by 15:00. In Phase IV areas, armed escorts and armoured vehicles are required for WFP staff, and government authorization to travel to given areas (i.e. where there is rebel activity) is necessary. Food not distributed must be returned to the capital, which is not an efficient use of resources.

Inside Burundi, IDPs are provided with both general and targeted distributions. To aid with better targeting, posters and pamphlets have been developed in order to assist local communities with identifying vulnerable groups including widows, orphans, and the elderly without assets in order to help refugees and NGO workers identify these groups better. Selective feeding programmes for malnourished children under-five are also in place.

The regional PRRO has responded to this highly restrictive and challenging environment through the adoption of new rapid assessment and targeting techniques. Enhanced rapid targeting tools which aim to pinpoint areas of acute food insecurity are being introduced with inputs from the regional VAM capacity located in Kampala.

Tanzania

In the case of Burundian and Congolese refugees in western Tanzania, targeted approaches have proven particularly difficult. The Government has been unwilling to accept formal reductions to the general rations based on self-sufficiency levels. The National Land Act of 1999 restricts refugees to within a four-kilometre radius of camps to prevent encroachment on local farming land and game/forest reserves. Tensions have increased between refugees and locals in refugee-affected areas. The economy in Western Tanzania has taken a downturn since the arrival of refugees, and the local wage for agricultural labour in 1998 was approximately half of what it was prior to refugee arrival (Household Food Economy Assessment of Burundian Refugees in Northwest Tanzania, August 1998). Moreover, limited land and tensions with locals have made targeting and promotion of self-reliance activities inside and outside the camps even more difficult in recent years.



Although hospital in-patients, orphans, street children, and other vulnerable groups have been selectively identified and are receiving food distributions, their numbers are relatively small. Most refugees, however, still receive general rations, and malnourished children are targeted through selective feeding programmes. Records also show that vulnerable groups within the camps receive the same number of kcals in their rations as those who receive the general distribution.

It has been difficult to gear inputs and activities to the appropriate needs of the target groups due to the government land distribution policy. Most refugees, however, are informally involved in small cultivation through land distributed prior to 1999. They may even 'borrow' land from locals; or may be employed outside the camps. In the newer camps, which house and take in Congolese refugees, some opt for fishing activities, "hiring" themselves out on fishing boats a two-day walk away. They are paid in fish and some cash (key informant and beneficiary interviews March 2002). Without government support for legal land distribution, WFP and IPs must look to other mechanisms to promote self-reliance, including income generation outside the agricultural sector.

Recommendations:

- The recovery needs of refugee-affected populations outside and around the camps need to be given higher priority. In many areas, the nutrition situation outside the camps is much worse than in the camps (UNICEF, 2001; Nutrition Survey-Anthropometric & Infant Feeding Refugee Camps in Western Tanzania, 2001).
- Due of a lack to land, income-generating activities such as soap and basket making along with animal husbandry and carpentry represent good alternatives, especially where men's skills can be used. Promotion of such activities among men would alleviate the workload of women already overburdened with child-care, food collection (it is a WFP policy that the majority of food recipients be female) and food preparation, and reduce idleness among men. Previous studies mentioned the possibility of exploring marketing activities in Dar es Salaam, which would provide a large tourist and local market for crafts and other goods made by refugees (Tanzania JFAM, October 2001; Maro and Temu, 2001). The distance to Dar es Salaam is quite long, but trucks must the distance to deliver food aid anyway; goods made by refugees could be sent in trucks that travel back to Dar es Salaam.

5.2.2 Assessing Relief Needs

The evaluation found that relief needs were being properly assessed in most cases; however, as already indicated access problems, security issues and heavy dependence on Implementing Partners in Burundi at times serve to restrict effectiveness. The regional PRRO primarily makes use of Joint Food Assessment Missions, household food economy and nutrition surveys to determine relief requirements on an on-going basis.

Joint Food Assessment Missions (JFAMs)

JFAMs are utilised twice a year in Tanzania, Rwanda and Uganda to assess the relief needs of refugee populations. The missions involving WFP staff are undertaken jointly with UNHCR and with staff from Implementing Partners. These missions are cost effective and useful in determining the food needs and ration requirements of refugees. Although the recommendations contained in many of the reports reviewed by the mission were found to be quite useful and concrete, there was little evidence of any systematic follow up or tracking of recommendations on the part of management. Part of the problem may relate to the fact that many of the reports fail to clearly identify which party is responsible for following up on actionable items and within what timeframe.

JFAM reports in Uganda provide good examples of accountability and responsibility issues that WFP encounters in response to recommendations. In the Uganda JFAM completed in July 2000, the mission recommended that cassava cuttings, seeds for sorghum, groundnuts, and Soya be distributed. By the next JFAM in January 2001, this still had not been done, and there was no explanation why. Additionally, in this report, mission members recommended efforts be taken to survey and demarcate camp borders in order to



facilitate land allocation and settlement. By August 2001, the report states that such a survey still had not been completed. Other activities, which called for urgent attention and were subsequently not addressed include:

- Intensification of the vaccination campaign (especially measles)
- Poor latrine coverage causing poor hygiene
- Borehole repair
- Encroachment of locals onto refugee land.

Household Food Economy Assessments (HFEA) (Tanzania & Burundi)

The main objective of the HFEA is to identify options households have for obtaining food and income and to understand how refugee populations will respond to a particular problem such as a break in the pipeline. The HFEA assumes vulnerability is inherently linked to economics, as opposed to risk or vulnerability criteria, or to a defined group of people such as widows or orphans (Household Food Economy Assessment of Burundian Refugees in Northwest Tanzania, August 1998). The cost of these assessments ranges from US\$5,000-US\$8,000.

Techniques include:

- Creation of ‘Wealth Groups,’ as defined by refugee staff and confirmed by refugees in different groups.
- Meetings with UNHCR, WFP, NGOs and local governments.
- Seasonal calendars developed by consultants through interviews of refugees and staff at refugee camps.
- Key informant interviews, chosen according to “who had a good overview of how families in a particular group lived” (Tanzania HFEA 1998).
- Secondary Sources—Key informant interviews crosschecked and verified by existing data.

Insofar as HFEAs help to build greater knowledge about the livelihoods of PRRO beneficiaries in refugee camps, their role in actual decision making was far less apparent to the evaluation team. In Tanzania, for example, it has not been possible to make use of this technique in order to move towards more targeted approaches. Given the wealth of data and information already available, there in fact appears to be a need to make more effective use of current information rather than to continue placing the emphasis on collecting more information when there may be little opportunity analysis or for follow-up. The Tanzania JFAM (October 2001) suggested HFEAs be carried out in all camps. In light of the above considerations, WFP should question the necessity and cost-effectiveness of such a recommendation, unless there is a change in government policy that would allow selective targeting based on identified criteria.

Nutrition Surveys (all four countries)

Surveys to monitor nutrition take place every six months in Tanzania and Uganda, and are undertaken intermittently in Burundi and Rwanda. Steps urgently need to be taken in Rwanda to ensure a more consistent administration of nutrition surveys. As of March 2000, no nutrition surveys had been completed in two camps in Rwanda since their establishment in 1995 and 1996. From a regional perspective, areas of concern include:

- Appropriateness of age intervals used in surveys
- Timeliness and frequency of surveys
- Indicators used, especially in light of protracted situations
- Inclusion of feeding practices and micronutrient data.

Of additional concern is the fact that UNHCR is facing financial cutbacks, and will no longer be able to provide the level of nutritional support it had previously. Because IDPs are no longer in UNHCR’s core mandate, it is uncertain which agency will be providing nutritional support and services for displaced population, especially in Rwanda and Burundi.



5.3 Appropriateness of food rations

WFP has purchased about 8 million dollars worth of commodities locally. Purchasing local commodities provides a good alternative to commodities disliked by the refugees (e.g., split peas or yellow maize) and helps to bolster the local economy at the same time, which would be especially relevant in Tanzania where resentment has grown among locals in refugee-affected areas.

In the Kasulu area, bean seeds were provided to local producers and then purchased by WFP for the refugee camps. This proved to be a very successful approach (interviews with Local Government officials and refugees). WFP made timely purchases of white maize, beans and other foods in Uganda to mitigate pipeline breaks in Uganda and elsewhere in the region. This has proven to be very effective as well according to interviews with WFP procurement officer and others (see section on pipeline management for further discussion).

Refugees have reported that yellow split peas cause indigestion, and in Rwanda, the JFAM reported they disliked white beans and lentils (Rwanda JFAM, 2000). Some reports stated that refugees preferred local red palm oil to fortified vegetable oil; however, palm oil solidifies below certain temperatures, making scooping and distribution more difficult.

Recommendation:

In cases where rationed commodities have been shown to be culturally unacceptable, these commodities can be replaced with more appropriate commodities purchased on the local market. Food could be purchased from the refugees themselves or those in refugee-affected areas, and then provided as part of the ration for more vulnerable groups. Furthermore, in protracted feeding situations, efforts should be taken to expand, diversify and improve the quality of the food and commodity basket.

5.4 Nutrition Issues

Apart from the issues and results discussed above in relation to the PRRO's first objective, the evaluation mission took note of some other nutrition issues which should be addressed as part of the broader effort to affect favourable outcomes related to nutrition. These points relate to:

- o Infant Feeding Practises
- o Micronutrients

5.4.1 Infant Feeding Practices

Under current practice, age intervals in the surveys (e.g., Tanzania Nutrition Surveys, July 2001 and November-December 2001) are not linked to physiological needs of the child (WHO, April 2001)²⁷ and not comparable to other international survey norms (MACRO International, Demographic and Health Surveys since 1995),²⁸ which impedes cross-comparison and makes links to program recommendations difficult. In the Nutrition Survey-Anthropometric & Infant Feeding (Western Tanzania, 30 November – 17 December 2001), no children under six months of age were included in the infant feeding component of the survey. Excluding this group precludes accurate determination of exclusive breastfeeding, which should take place from 0 through 5 months according to international optimal feeding practice norms. Exclusive breastfeeding is directly related to infant health and nutrition. The exclusion of infants from 0-5 months also prevents

²⁷ Optimal breastfeeding and introduction of complementary foods is discussed in the recent document of the World Health Organization (WHO), *The Optimal Duration of Exclusive Breastfeeding, Results of a WHO Systematic Review, Expert Consultation on the Optimal Duration of Exclusive Breastfeeding*, Geneva, 28 to 30 March 2001, Note for the Press n°7, 2 April 2001.

²⁸ MACRO International has been carrying out demographic and health surveys around the world for the past twenty years. In the last round of surveys, since the early-mid 1990's, the DHS surveys include a module on breastfeeding and infant feeding practices. The intervals they use follow the WHO norms.



assessment of timely introduction of complementary liquids and foods. This group is particularly at-risk in terms of HIV/AIDS transmission. HIV/AIDS is a significant and potentially growing health problem in the countries of the Great Lakes. WHO and UNAIDS have developed official policies on appropriate infant feeding practices for children at risk or affected by HIV/AIDS.²⁹ These should be consulted.³⁰ Questionnaires about infant feeding practices should focus on determining feeding practices at the appropriate age intervals and the importance of HIV/AIDS as a health risk factor among the population.

Nutrition Recommendations:

- In order to integrate infant feeding practices into health and nutrition assessment, as a preliminary step, WFP and IPs should include infants 0-5 months in nutrition surveys and try to determine the extent of exclusive breastfeeding.
- In order to more accurately reflect physiological development and change of children, and following international norms in infant feeding surveys, age intervals should be modified as shown in table 5 below.

Table 5 - Recommended Age Intervals for Infant Feeding Surveys

Current Age Intervals (In Months) ³¹	Proposed Age Intervals (In Months) ³²	Physiological and Feeding Aspects for Age Group
6-17	0 through 3	Importance of exclusive breastfeeding (no additional fluids or foods); small portions, frequent feeding, short inter-feeding intervals.
	4 through 5	Appropriate, hygienic introduction of complementary foods; frequent feeding and short inter-feeding intervals.
19-29	6 through 11	Continued breastfeeding and appropriate complementary feeding.
30-41	12 through 23	Continued breastfeeding and appropriate complementary feeding; gradual weaning throughout the period.
42-53	24-35	Children eating from family food basket. These are appropriate age groups for anthropometric surveys.

5.4.2 Micronutrients

WFP and its partners have done well to ensure Vitamin A supplementation coverage is adequate (it is often coupled with immunizations) and to ensure the use of salt with iodine. The team did spot tests of iodized salt in WFP warehouses and IDP sites and in markets nearby project sites and refugee camps. All tests were positive, indicating that iodized salt is available and being provided by WFP and IPs (field tests, March 2002).³³ Each of the PRRO countries has and appears to enforce legislation mandating salt iodization.

²⁹ See: PJ Burns. UNAIDS Official Policies on Infant Feeding 1992-2000 in: *HIV, Breastfeeding, and Infant Mortality: Weighing the Impact of the Non-evidence-based WHO/UNAIDS Recommendations in the Low-income, Low-resource Countries of Sub-Saharan Africa*. Boston University School of Public Health, Department of International Health. April 24, 2001.

³⁰ WHO. *Effect of Breastfeeding on Mortality among HIV-Infected Women*. WHO Statement, 7 June 2001.

³¹ Current Age intervals provided in Table 4, *Tanzania Nutrition Survey*, November-December 2001, and in Tables 3 and Table 6, *Tanzania Nutrition Survey*, July 2001.

³² See breastfeeding and infant feeding modules with standard age groups in demographic and health surveys of reproductive age women in many countries (MACRO International. *Demographic and Health Surveys*. Washington, DC, 1990-2001). See also: Haggerty, PA and SO Rutstein. *Breastfeeding and Complementary Infant Feeding, and the Postpartum Effects of Breastfeeding*. DHS Comparative Studies No. 30. Maryland, USA. Macro International Inc. 1999.

³³ Tests on iodized salt were completed in all countries, using the spot test kit available from UNICEF. All salt in camps, nearby markets, and in markets in capital cities tested positive for iodine. Salt tested in one WFP warehouse in Burundi was also positive.



Iron deficiency anaemia remains a concern in all countries. Surveys completed in Tanzania and Rwanda showed high anaemia prevalence in children 6-59 months (Nutrition Survey-Anthropometric & Micronutrient: Refugees Camps in Western Tanzania, 2001; Rwanda CO PRRO Indicators Summary Form, 2002). In Kigoma district, iron deficiency anaemia (Hb <11.4 g/dl) among children was 57.8%. A prevalence of 30% or more indicates a serious public health situation, and warrants immediate action.

Although the nutrition survey in Tanzania presented many findings on micronutrient deficiencies, there are few plausible recommendations suggesting program modifications to ameliorate the micronutrient deficiency problem. In Tanzania, the introduction of iron pots was suggested as a means to address iron deficiency anaemia, and a pilot study is already underway. A similar suggestion was made in Rwanda (Rwanda JFAM, March 2000). Iron from pots, however, is not relatively bio-available and would not make a significant contribution to the reduction of iron deficiency anaemia. Further, initial studies in Tanzania showed that most women preferred to use the pots for tasks other than cooking (The Joint WFP/UNHCR/ICH Pilot Project in the reduction of Prevalence of Anaemia in the Western-Tanzania Refugee camps Through Distribution of Iron Cooking Pots, February 2002).

Prevention of malnutrition is essential along the relief to recovery continuum. Proper growth monitoring and follow-up are imperative to prevent malnutrition. Growth monitoring alone is of little benefit to improving child nutrition; only growth promotion activities with adequate follow-up involving feedback from and participation of families will do the job. Currently, there is not enough emphasis on the prevention and identification of “at risk” children in the region. In Rwanda, only 20% of children >11 months were enrolled in growth monitoring activities. For children under one year, growth-monitoring rates are higher due to the link with immunization activities (Technical Review Mission of WFP Rwanda Supplementary and Therapeutic Feeding and HIV/AIDS Project, March/April 2001).

Recommendations:

- A consolidated strategy should be created to address micronutrient deficiencies, including diversification of the ration basket and inclusion of local fruit and vegetables.
- Iron tablets should be given to all pregnant women and to small children, especially in light of the protracted nature of situation. WFP should consider the once-weekly regimen.³⁴ As with any supplementation program, nutrition education should provide an accompanying voice.
- Growth monitoring and appropriate follow-up should be promoted more in all countries.

5.5 Security

Throughout the implementation of the PRRO, insecurity has been a critical problem in Burundi and a major problem in parts of Rwanda. In Uganda and Tanzania it has been of less significance. Both southern Uganda and western Tanzania have experienced insecure conditions in the past, particularly associated with governmental army activity but both are now relatively calm and at security phase 0. There are occasional threats from bandits, with theft of WFP property from offices and cars, but these are not aimed specifically at WFP so that normal vigilance is an adequate response. Tensions between refugees and local people in Tanzania have created problems of rape and some violence but these have rarely affected WFP personnel. WFP has organised standard security awareness training for staff, but at present security in the two countries is not an issue.

In Rwanda several UN staff have been killed, the most recent being a UN volunteer in Kigali, during 2000. A WFP convoy was attacked in 1998, and WFP trucks have been stolen in the past. The four western provinces: Ruhengeri, Gisenyi, Kibuye and Cyangugu are now at security phase Three and the rest of the country at phase Two. These western provinces have been penetrated on a number of occasions by insurgents from DRC where there are thought to be 24,000 – 32,000 genocidaires. During 2001 some 5000 attacking

³⁴ Interviews with beneficiary women with prior or current experience taking iron supplements indicated that they had side effects from the daily dose regimen.



genocidaires were ambushed during a raid from DRC: some 2000 were killed; another 2000 were sent to reintegration camps. Also in 2001, an NGO was ambushed by insurgents in the south west of Rwanda. The security welfare of WFP personnel, as members of the UN, is the responsibility of the UN Security Management Team who provides security briefings and supervises travel arrangements for insecure areas. WFP staff are able to reclaim 80 per cent of the cost of hiring security guards up to \$600. Similar help is provided for approved security installations.

Burundi faces much more severe problems. It was described to the mission as the world's most hazardous humanitarian operation and having the highest rate of casualties among humanitarian workers: this seemed to be entirely credible. Soon after the departure of the mission, there was a major security event in Bujumbura itself. During the mission, shooting could be heard in the streets of Bujumbura and in the two weeks before the mission 12 people had been killed in incidents on the Cibitoke road to the north of the city. It is thought that many of the incidents are forms of banditry or cattle raiding but undoubtedly raiding from the DRC is a major threat, as is the infiltration of insurgents from camps in Tanzania. Incursions are usually of groups of ten but groups of 100 are known. Attacks may be on roads or on places. UN vehicles have been hijacked within the city and there have been grenade attacks in the market. During 2000, some six UN staff were killed. The western provinces are at Phase Four and the rest of the country, including Bujumbura City, at Phase Three.

The UN has a Security and Communication Cell structure based in Bujumbura and WFP has a Field Security Officer, responsible for informing staff of security issues. All staff keep in constant radio contact and are subject to a curfew (from 22.00 pm to 06.00 am). Staff are advised against entering large areas of the city. Military escorts are needed on many roads and armoured vehicles and body armour used for travel in certain areas. No travel is permitted outside Bujumbura before 09.00 and WFP staff must leave the field by 15.00. All staff are fully briefed on security plans, protection regimes for accommodation and evacuation procedures. In contrast, the IPs, while advised by the UN security system have more freedom in deciding how to respond to security threats. CARE, for example may stay overnight in the field and may stay in the field until 17.00. Local CARE staff choose not to travel with protection, using their contacts with local government or their own contacts for advice on security. Occasionally CARE leave up to 100 MT of commodities in field warehouse. CARE staff have experienced death threats but only one member of staff has been wounded in security incidents.

Security challenges to the PRRO

The main security implications for the PRRO are in Burundi. It has been difficult to attract good quality staff to work in the insecure conditions. Donors have been reluctant to visit and thus are not aware of activities, difficulties, needs or opportunities. It has been impossible to deliver a comprehensive relief programme, impossible even to make even a full needs assessment, because of problems of access to large areas and virtually impossible to move towards recovery activities.

Programme implementation has been severely affected everywhere. Because of insecurity and difficulty of access, much of the west of Burundi is effectively a no-go area for WFP and the limitations on travel time severely restrict activities elsewhere. On occasions commodities cannot be distributed even when taken to the field because time does not permit: they must be re-loaded. The CO is exploring the possibility of more extensive use of small field stores for commodities. The recovery programme, considered by the CO to be essential to give an incentive for the return of refugees, had virtually ceased but the CO are attempting to develop a school feeding programme and maintain the crop protection programme with FAO. In these circumstances, WFP depends absolutely on IPs who have a greater freedom of action in the insecure environment.



Recommendations:

- WFP should urge the UN security system to reconsider the desirability of maintaining the severe time restrictions on travel outside Bujumbura for WFP staff.
- The Burundi CO should maintain the search for mechanisms, such as small field stores of commodities, to allow an extension of their activities

5.6 Partnerships and Co-ordination

5.6.1 Co-ordination Arrangements

Co-ordination is primarily achieved through both formal and informal relations, with the use of such mechanisms as Joint Work Plans, strategic discussions with governments and regular meetings at sub-offices. This is perhaps more easily carried out within the more secure environments of Rwanda and Tanzania; however, even in Burundi, the WFP Country Office participates in the Committee on Food Aid. WFP has successfully improved coordination during the life of the regional PRRO with donors, sister agencies and NGOs, particularly in Rwanda³⁵.

Operational co-ordination with UNHCR in the case of refugee interventions was found to be quite satisfactory overall, especially at the sub-office level. The basic parameters of UN operational co-ordination with UNHCR and UNICEF at the country and sub-office levels continue to be defined under the terms of the joint MOUs currently in place with both organizations. One important difficulty noted was that both UNHCR and UNICEF have experienced problems in providing support to the PRRO in the area of nutrition, especially survey work. If the PRRO needs to show results in this area, there will be a need for WFP to assume a more proactive role in this regard, even if the MOUs formally allocate such responsibility to UNHCR (in the case of refugees) and to UNICEF in other cases.

The main regional UN co-ordination mechanism is currently the regional Great Lakes CAP. A regional CAP for the Great Lakes Region is prepared annually. Staff from the WFP Regional office in Kampala who handle the PRRO regularly participate in the monthly meetings led by OCHA, which has its regional office situated in Nairobi, Kenya. The transition from the EMOP to the PRRO modality has, however, had consequences for WFP's participation in the regional CAPs. One problem is the fact that the regional CAP includes requirements for the DRC, whereas the PRRO never included the DRC. Moreover, the PRRO framework calls for WFP to adopt longer time frames for planning resource requirements, while the annual planning cycle of the regional CAP makes any easy fit difficult. WFP has in recent years opted for annexing the regional PRRO's total requirements to the CAP instead of launching a separate one-year appeal through the CAP. UNHCR has adopted a similar approach. Two UN partners expressed concern to the mission, claiming that this practice undermines the credibility of the CAP funding mechanism.

5.6.2 Implementing Partnerships

WFP's MoU agreement with 16 large international NGOs³⁶ has greatly facilitated coordination and secured a high level of mutual trust. This was also evident in many situations where IP staff commented that decisions could often be made through brief telephone contact rather than through protracted negotiations.

The evaluation has underlined the extent to which successful outcomes within the regional PRRO are often affected by the quality and effectiveness of implementing partner arrangements on the ground. In Burundi, for example, where the PRRO clearly faces its serious challenges in achieving its basic objectives, the PRRO operates largely thanks to two major IPs (CARE and World Vision) who readily accept the responsibility of delivering food assistance to vulnerable populations within highly insecure environments. Such a partnership adds a significant element of flexibility to the PRRO insofar as IP staff do not face the same travel and

³⁵ WFP (2002) Final Report, Food Aid for Relief and Recovery in the Great Lakes Region, PRRO 6077.00

³⁶ WFP (2001) Working With NGOs



overnight restrictions as do UN (including WFP) staff. Given the highly restrictive security circumstances, which limit WFP's presence in the field, it is acceptable and indeed desirable that the PRRO limits itself to only a few local NGO partnerships in Burundi.

Partnerships do not always avoid negative outcomes. In Burundi, for example, all supplementary and therapeutic feeding centres are managed by IPs. In 2001, there was an increased incidence of malaria in several districts, resulting in a consequent increase in the incidence of severe malnutrition, especially kwashiorkor, something which the PRRO seeks to avoid. During this period of time, wasting prevalence in the Muyinga and Ngosi areas was found to be 17.0% and 14.7% respectively. Neither WFP nor the IPs were able to respond to the problem, as they would have liked. On the one hand, the IPs did not possess the human resources needed to distribute the extra rations, which would have been required. On the other hand, resource shortages within the regional PRRO did not readily permit fast and ready access to additional food stocks. (Interviews with WFP and IP staff).

Many of the IP arrangements within the regional PRRO involve long-term arrangements with large international NGO partners who have formal centralized working agreements with WFP. Many also possess considerable experience in the region.

In the more secure environment of Rwanda, with its greater emphasis on recovery activities, in the year 2000 WFP had many more IPs, including 26 NGOs, 11 being international and 15 national.³⁷

The distributing agencies in Tanzanian camps are: IFRC/TRCS (3 camps); TRCS (4 camps); AFRICARE (2 camps); World Vision (1 camp); REDESO (1 camp). The same agencies manage nine of the ten EDPs, the other being managed by WFP. The EDP sites, distribution sites and warehouses inspected by the mission were competently managed with sound record keeping. In Tanzania, the evaluation team was favourably impressed with the extent of knowledge and awareness among IPs and local government officials in the camps of issues of concern to WFP including gender, self sufficiency and environmental issues.

A wide range of international and national NGOs contribute to other aspects of the PRRO within and without the Tanzanian refugee camps, some of the recovery activities being specialized and small scale, as for example the malaria programme run by MSF and the street children and way station activities run by Caritas. In the Ngara operation activities are carried out by eight international agencies, of which five are NGOs, and only two local NGOs. The MoUs inspected by the mission showed that partners were aware of WFP priorities and where appropriate, issues of gender and environment were properly addressed.

Within the PRRO, effective operational working arrangements are also maintained with a large number of central governmental agencies within all four countries including the various ministries of Agriculture, Health, Defense, Repatriation, Education, Home Affairs and Local Government. In several cases, for example the land reclamation, terracing and swamp development schemes in Rwanda and in the camps in Tanzania, mainline government ministries are the principal IPs.

6. RESOURCING OF THE REGIONAL PRRO³⁸

6.1 Budgets and Financial Resources for PRRO preparation and implementation

The regional PRRO has been supported by a large budget, and until very recently, by a fully dedicated staff support structure, which operates out of Kampala and which is able to deploy technical and managerial support to country-level operations as and when required. The mission was favourably impressed with the

³⁷ WFP (2000) Rwanda Annual Report

³⁸ As stated in "From Crisis to Recovery" (WFP/EB.A/98/4), resourcing performance is measured in term of the extent to which PRROs have successfully: secured longer-term financial commitments from donors (defined as contributions in cash or in kind) stretching beyond a one-year period; increased ability to shift funds and commodities between relief and development activities; and facilitated forward planning for WFP.



variety of programming skills evident in this staffing compliment (nutrition, IT, VAM, gender, logistics, finance etc) and the timely manner in which additional capacity has been deployed across the region to support the programming objectives of the PRRO. These deployments have occurred throughout the life of the PRRO in order to assist with programming needs and other gaps as and when they emerge. In the mission's view, this has indeed been one of the main benefits of having a regional PRRO. Many Country Directors past and present repeatedly emphasised to the mission how this system of regional technical support has been of invaluable assistance particularly in very small countries such as Rwanda and Burundi. In these countries, it has not been possible, or perhaps even advisable, to try and replicate such capacities. It remains unclear however, whether the same level of dedicated backstopping and rapid deployment capacity can continue into the future in view of the overriding need to reduce costs.

Whereas the initial budget of PRRO 6077 was adequate, two important points emerged in discussions with Country-level staff and the Bureau on budget management issues.

Firstly, the management of DSC funds within the regional PRRO has encountered some difficulties. Some CDs expressed concern that a more transparent system needed to be put in place for managing and allocating DSC resources. Examples were cited one Country Office allegedly spending DSC related to tonnages generated in another country without consultation or agreement. As of yet, there is no clear procedure within WINGS to impose DSC spending limitations on specific countries within a regional operation; however, this is probably related to the fact that WFP's systems are still not yet very well geared to supporting regional operations. A related problem has been a perceived lack of consultation undertaken by the Regional Office in the allocation of unearmarked contributions to the PRRO.

Secondly, with the merging of the former Great Lakes Support Unit into the newly-decentralised Bureau, regional DSC funds generated under the PRRO were being used temporarily to support many Bureau staff. The Regional Director advised the mission that this was a temporary problem and that new funding modalities would be arranged.

6.2 Predictability and regularity of resources

As shown in the tables below, the regional Great Lakes PRRO has generally been fairly well resourced. The first phase (PRRO 6077) initially was resourced up to 66.7% of the original requirements in US\$ terms. However, over 75% of the total tonnage requirements were covered, although the beneficiary caseload was 14% higher than planned in programming terms. Out of 318,623 MT contributed, 303,579 were distributed, representing 95.3% of contributions.

Table 6 - PRRO Great Lakes: Latest resourcing update – May 2002

PRRO number	Timeframe	US\$ requirements	US\$ contributions	%	Tonnage required	Tonnage contributed	%
6077	1.8.99-31.7.01	274,302,815	183,106,740	66.7	422,478	318,623	75.4
10062*	1.8.01-31.1.03	167,087,444	99,638,457	59.6	297,950	167,616	56.3

*up to latest resourcing update of 6.5.2002

Table 7 - PRRO performance: Actual versus planned figures

PRRO	Timeframe	Planned benef.	Actual benef.	% actual vs planned	Planned Tonnage	Actual tonnage	% actual vs planned
6077	1.8.99-31.7.01	1,050,000	1,196,058	114%	385,948	303,579	78.6%
10062	1.8.01-31.1.03	1,120,000	N/A		297,950	N/A	

Because food rations vary greatly between the different types of components within the PRRO and even within the emergency and recovery components, it is not possible to match food resource shortfalls with



distribution shortfall for the first PRRO. However, it is anticipated that a tracking system by components will be possible under PRRO 10062.

The second phase of the PRRO (10062) was at the time of the mission half-way through its 18 month time-frame. According to data at that time, the PRRO was currently 59.6% resourced in US\$ terms and 56.3% had been resourced in tonnage terms. Projections over future donor support cannot be made for the remaining 9 months, but donor response is seen as very positive since the PRRO is more than 50% resourced at its mid-term. It can only be hoped that donor support will continue along the same lines, although seasonality and donor budget cycles are determining elements which are beyond the control of the evaluation to appraise.

For PRRO 10062 a Country Office PRRO indicators summary sheet is being prepared which will greatly contribute to evaluating its performance and outputs. However at the time of the evaluation there was still some data missing. As a consequence it is not yet possible to provide aggregate figures. Thus the N/A for "not available" in the table hereunder.

Table 8 - Use of tonnage contributions

PRRO	MT contributed	Earmarked MT	%	Reallocated MT*	%	loans MT*	%	Borrowed MT*	%	losses	%
6077	318,623	20,0121	62.8	3,499	1.1	32506	10.2	28,227	8.9	1,502	0.47
10062	167,616**	93,674	55.9	2,375***	1.9	11863	9.4	12,877	10.2	N/A	

* Figures for PRRO 10062 up to end February 2002 obtained in Kampala

** Up to 6.5.2002

*** includes 1,875 MT of US maize meal originally earmarked for Burundi and reallocated to Rwanda for the Goma volcano eruption

PRRO 6077.00, covering the two year period from 1 August 1999 until 31 July 2001 and with a requirement of 274 million US dollars was resourced at 67% of the appeal in terms of value, while being able to obtain 75% of the tonnage requirements given local purchase opportunities.

Of the total tonnage obtained under the PRRO amounting to 318,623 MT, the majority was earmarked by donors (200,121 MT). The percentage of earmarking under this PRRO was 62.8%, leaving a substantial amount of room for local purchases. Reallocations (moving food from one country to another) amounted to 3,499 MT or 1.1% of the total tonnage. The amount of loans was much more significant, with 32,506 MT lent and 28,227 MT borrowed from the PRRO. This is equivalent respectively to 10.2% and 8.86% of the total tonnage lent and borrowed under the PRRO.

There remains a widely held belief within WFP that PRROs have thus far been unable to attract the same amount of funding support from donors as have EMOPs. The data in the table below help clarify some important points.

Table 9 - Resourcing Performance of Regional EMOPs and PRROs for the Great Lakes

Project	Timeframe	No. months	Requirements	% resourced	US\$ resourced	US\$ Monthly average
E 5624.01	01.05.96/29.01.97	9	159,071,725	116	184,523,201	20,502,578
E 5624.02	01.12.97/01.06.99	6	83,707,560	104	87,055,862	14,509,310
E 5624.03	01.10.98/31.12.99	15	104,472,249	97	101,338,081	6,755,872
P 6077	01.08.99/31.07.01	24	274,302,815	67	183,782,886	7,657,620
*P 10062	01.08.02/31.01.03	9	167,087,444	59.6	99,638,457	11,070,940

* Over 9 months

Historically, the regional EMOPs in the Great Lakes have been well supported by donors. The three regional EMOPs, which ran from May 1996 through December 1999, often were resourced at well over 100 percent of total requirements. Initially the EMOPs were launched for short time frames during the height of the



emergency phase. By the end of 1998, the mathematical monthly cost average of operations had diminished from US\$ 20 million (in 1996) to under US\$ 7 million. This last EMOP ran for a fifteen months period.

The first PRRO was launched for a two-year period. Its fund raising capacity in absolute terms was actually greater since it was able to fund a monthly US\$ 7.6 million operation over twenty four months, as compared to an EMOP predecessor of US\$ 6.7 million for fifteen months. The current PRRO is running on an 18 months time frame. After nine months of operations it has been able to raise a monthly mathematical average of US\$ 11 million, a substantial increase over the previous PRRO. To be meaningful these figures should be matched with the planned and actual caseloads in order to determine their relation to programming.

There is little evidence thus far to suggest any increase in longer-term donor commitments to the PRRO. Most donors continue to pledge on an annual basis. While it would make sense from a programme sustainability perspective, there has nevertheless been some reluctance to adopt longer time frames for the PRRO for fear that the higher total costs might deter donor commitments.

At a policy level, those donors interviewed generally expressed interest in building synergies among relief, recovery and development. However, they have their own definitions and funding sources that do not necessarily coincide with WFP's programme categories.

Generally speaking, many donors do not depend on WFP's documents to make their pledges. There is no evidence that the PRRO category has yet changed in any way donor's financial commitments beyond their regular funding habits, e.g. traditionally over a one year time-frame. None of the donor representatives interviewed expressed any change in the form of funding to WFP under the PRRO category, whereas a few persons confirmed that they follow their regular funding procedures irrespective of the programming category used by WFP.

The mission thinks it unlikely that WFP will successfully be able to secure longer-term commitments, unless the organization is able to market the PRRO by building a specific case as to why longer-term commitments are necessary. It should be pointed out that even for WFP the length of a PRRO is a difficult question. While recommending a three-year time frame, the mission is conscious that it may be more difficult to sell since the aggregate amount for three years may appear very large and may possibly be seen as sending the wrong signal to donors.

The regional PRRO has experienced problems in resourcing of non-food items. This has mostly been an issue in Rwanda where recovery activities have been undertaken on a larger scale than in the past; however, it is far less of an issue in Tanzania due to Government policies and in Burundi due to security constraints.

One of the main lessons of the first regional PRRO 6077 is that recovery is nearly always at the mercy of adequate resourcing and pipeline management. When breaks or gaps have occurred, relief activities have typically been prioritised over recovery activities, and those countries which have been undertaking recovery activities (e.g. Rwanda) were compelled to suspend or stop new recovery projects when food became scarce.

Under the regional PRRO, a key issue is to identify what kind of mechanisms should be used when inadequate resourcing and/or pipeline breaks occur in order to have an equitable and fair distribution of resources between countries with entirely different caseloads (i.e. relief in Tanzania versus recovery in Rwanda). This is important because there could probably be a limitation of both components rather than giving priority to emergency relief over recovery. Otherwise WFP's commitment for recovery in some countries may appear to be a secondary objective or even a contingency, which is totally at the mercy of a full pipeline. If WFP wants to uphold its commitment to recovery, then the adjustments in both relief and recovery activities should be made to reflect such a decision.



6.3 Flexibility of the PRRO Budget

During the initial PRRO phase, the intended flexibility of the regional mechanism did not fully materialize as intended. Beginning in 1999, certain food aid donors started earmarking larger contributions to specific countries.³⁹ By the end of the first phase, some sixty-three percent of total contributions to the PRRO had been earmarked. The earmarking reflects national policies and priorities of key donors and does not appear to be linked to the PRRO's regional character. The situation seems somewhat improved under the present expansion, with only 56 percent of contributions earmarked by April 2002.⁴⁰ Several donor representatives indicated that country earmarking will likely continue in the future.

In theory, a regional approach to the PRRO instrument was intended to provide further enhancements to the intended PRRO core flexibility of shifting funds and resources. In fact, the use of re-allocation among countries was quite small compared to the overall tonnage (one to two percent) or even as compared to food loans. Under the first PRRO, only 1.1% of the total tonnage was reallocated, while 10.2% was shifted through loans. Under the expansion 1.9% was reallocated and some 10% shifted through loans (up to March 2002).

Donor earmarking by country allows donors to maintain more control over their resources; however, it limits flexibility and the commodity re-allocation process under the PRRO. A good example of its consequences for efficient programming allocation occurred between November 2000 and June 2001, when Rwanda experienced a serious break in its pipeline. Although other countries, such as Burundi, had some available stocks – as distribution in some areas could not be carried out due to insecurity – Rwanda was unable to ask Burundi for an inter-country loan, since at that time there were no pledges for Rwanda within the regional PRRO. FFW activities in Rwanda subsequently had to be scaled back significantly. Fortunately, there are cases where it has been possible to redirect earmarked contributions.⁴¹

Flexibility in shifting resources between relief and recovery diminishes when resources and food supply are constrained. This is exacerbated within a regional set up where country-level operating environments vary significantly, as illustrated by the low priority routinely accorded to recovery allocations for Rwanda at times of critical commodity shortfall. There is an obvious danger that the PRRO's recovery component will be perceived as a secondary objective.

The PRRO's regional structure, combined with active pipeline management, has been able to facilitate forward planning. The Pipeline Management Program (PMP) regularly makes inter-country loans and local purchases to mitigate delivery problems, minimizing potential negative downstream effects on beneficiaries. In the case of a temporary supply gap, the PMP arranges for loans either within the country (possibly from another project) or from within the region, with donor approval as necessary. In the case of an anticipated resource shortfall, a request would be made to headquarters for additional resources taking into account delivery lead times.⁴²

The PMP has been successful in averting supply breaks; however, performance has not always been optimal. Successful PMP outcomes depend on up to date information being available from a variety of internal and external sources as well as the skill level and experience of the individual pipeline manager. The Mid-Term PRRO 6077.00 Review (2000) noted certain weaknesses in the PRRO's forward commodity planning

³⁹ Earmarking by PRRO component (relief, protracted relief or recovery) was not recorded under the first phase, PRRO 6077.

⁴⁰ This was largely due to a single donation of 30,000 Mtn.

⁴¹ Staff readily acknowledge the task is time consuming and laborious.

⁴² Pipeline reports routinely provide six-month projections of any anticipated shortfalls, and are widely shared among donors and within WFP as a planning tool.



capacity.⁴³ No set procedures for decision-making existed, and integration at times was insufficient between the PMP and the individual country-level programming processes.

Experience with contingency planning has been mixed. The original PRRO provided for a twenty thousand metric ton WFP-managed buffer stock as a contingency for responding quickly to fast-breaking emergencies. No pledges ever were received, and the option was abandoned under the expansion. According to discussions with donor representatives, however, lack of resourcing may not necessarily reflect a refusal to support contingency stocks, but rather a lack of understanding as to how the stocks would be managed and used. WFP may need to improve its marketing of this option (i.e., more effective "selling" of the case for contingency and a more consumer-friendly label than "contingency", which is perceived as generic).

Scenario-based contingency planning has been undertaken for a number of years with varying degrees of success. Some have been carried at the individual country levels in collaboration with key partners such as UNHCR. A number of large-scale, time-consuming regional exercises have generated scenarios that did not come to pass, while the individual country-level exercises appear to have been more useful for formulating effective punctual responses to rapid-evolving situations.⁴⁴ Contingency planning is only one mechanism among several that WFP can use when emergencies arise.

6.4 Advocacy and Donor Perceptions of the PRRO

Many of the donor representatives interviewed were quite familiar with and spoke favourably of WFP's regional relief operations in the Great Lakes. It was clear though that on many of the key policy issues especially those related to recovery, there needed to be consultations with their headquarters. Many of the countries visited are quite small and as such many donors do not always have large embassies or a large number of staff. Partly as a result, many of the key funding and strategic decisions related to the Great Lakes PRRO are made at that level. Local missions often tend to play an advisory role, and many officials the team met often emphasized that their own views may not necessarily represent the views held in their capitals or in Rome.

It was therefore difficult to obtain an accurate picture of donor's full perceptions of the PRRO category in the context of a limited field mission. It is therefore suggested that as part of the global PRRO review to be undertaken later this year and to which this evaluation feeds into, a more systematic attempt is undertaken by the evaluation team to survey donor opinion.

It is also difficult to determine whether recovery is an advantage or a disadvantage in the view of many donors. Although it is clear that WFP does possess a comparative advantage for relief activities, in the context of the Great Lakes, the PRRO has not as of yet been able to fully demonstrate a comparable advantage for recovery. The additional programming skills required to take advantage of recovery opportunities and to build effective linkages is clearly far more challenging and implies greater costs. To what extent, donors are willing to support these extra associated costs remains a crucial question for the future success of the PRRO category as a whole.

⁴³ The report noted that a major projected pipeline break, which affected the PRRO during the middle part of 2000, had not appeared in WFP's yellow pages for donors ahead of time, as should be the case. See Mid-Term Review of PRRO 6077, July 2000.

⁴⁴ The 1999 Contingency Planning exercise undertaken in Tanzania was mentioned to the mission as having been useful in formulating a more rapid and effective response to a refugee influx.



Recommendations:

- Intensify/diversify regional resourcing strategies with a view to obtaining unearmarked contributions in cash or in-kind.
- Strengthen forward planning by anticipating better how the PRRO could be used to respond to potential future unforeseen relief needs (man-made or natural crises), possibly including the establishment of an unearmarked wholly WFP-managed stock.
- To facilitate WFP's pipeline adjustment mechanism based on loans, and to simplify the amount of paperwork and bureaucracy to obtain the necessary clearance, donors are requested to delegate authority to WFP for loans of up to 5,000 metric tons covering foodstuffs on an "as-needed" basis. This will help to prevent pipeline gaps or distribution breaks, without having to obtain donor clearance for said loans. WFP will report on the loans and explain why the decision was taken for each loan/borrowing but will be able to make the decision immediately without requiring any clearance. Time being of the essence in many operations, the timeliness of food availability reverts in higher efficiency and effectiveness of WFP and improved impact on the beneficiary population.
- As part of the global meta-evaluation of the PRRO category, OEDE should ensure that a detailed survey of donor views on key policy and funding issues is undertaken in donor capitals and in Rome.
- Given the critical role of local purchases in both regional PRROs, it is important for donors to continue to provide unearmarked funds to allow WFP to seize all opportunities to obtain local purchases. This reverts in both lower costs and more timely food allocation and availability

7. MEETING WFP'S COMMITMENTS TO WOMEN

The PRRO has achieved some successes in promoting the inclusion of women in decision-making bodies, such as food management and distribution committees, and IDP and refugee food distribution activities. Field visits also confirmed that there is a good understanding of gender issues among WFP and IP staff at country and field levels. Gender goals appear to have been achieved in food-for-work programmes: women are full participants, group leaders and responsible for keeping records and receiving food.⁴⁵ The existence of a gender support unit in Nairobi since 1999 – later moved to Kampala - has provided valuable support and input.

Annex 6 '*Checklist for Meeting Commitments to Women & Maintaining a Gender Perspective*' includes detailed commentaries on: women's access to appropriate food; their access to power and decision making structures; their access to economic resources; the gender disaggregation of data; and accountability for action to meet commitments. This summary document is based on the self-evaluation checklists provided by the COs and on the Mission's view of the overall WFP success in relation to gender in general and to *Commitments to Women* in particular. In some cases the self-assessments indicate that the *Commitments to Women* are not fully understood. To some extent this may reflect ambiguity in the document itself.⁴⁶

Documentation produced in 1996 for EMOP 5624 shows that gender and concern for the welfare of women were established elements of WFP activities in the Great Lakes Cluster some years before the formulation of the PRRO. In 1995, WFP Burundi appointed a programme officer responsible for the implementation of projects for vulnerable people, including women. By May 1996 some 25 gender sensitive FFW projects were under way and WFP were carefully selecting IPs competent to facilitate women's participation. Similarly, and in line with *Commitments to Women*, WFP implemented income generation projects aimed at women.

The EB Approval Document for PRRO 6077.00 (1999) includes several targets relating to women. Paragraph 33 under the heading '*Commitments to Women*' seeks to increase women's participation in planning, management and distribution of food in both relief and recovery activities and intends that agreements with IPs should include these commitments and that this should be monitored. WFP was to

⁴⁵ Confirmed by project observations in Rwanda, March 2002.

⁴⁶ As it stands, the checklist does not encourage a distinction between the PRRO design, the intentions of the implementers (whether WFP or IPs) and the actual achievements.



continue to support gender workshops involving sister organisations, governments, NGOs and communities. MoUs examined by the mission satisfactorily and appropriately reflect this intention and such workshops did take place.

The Final Report for PRRO 6077.00, dated January 2002 notes that before January 2000 gender-disaggregated data had not been available but that between January 1999 and July 2001 54 per cent of beneficiaries were women, slightly short of the PRRO target of 55 per cent for direct and indirect beneficiaries. This gender disaggregated monitoring was specified in the PRRO. In the PRRO needs assessment for Burundi, the high proportion of female-headed households was noted as a particular problem: similarly, in Rwanda one third of households were female-headed. Paragraph 16 notes women's dietary problems, inadequate health care and increased rates of peri-natal mortality and that almost half of women in IDP sites experienced violence. In the implementation of refugee activities, it was planned to have women and men as group leaders for food collection and redistribution. Specific objectives were set in the different COs. Rwanda and Burundi COs prioritised women's participation in the design, implementation and evaluation of FFW recovery activities, in Burundi through the use of IPs experienced in the involvement of women. Tanzania would favour female-headed households for FFW and FFT. The Final Report found that all COs had prioritised commitments to women, with the appointment of Gender Focal Points in COs and Gender Action Plans and with a broad mainstreaming of gender issues.

The PRRO 6077.01 EB document outlines similar objectives. Though women are not so highly prioritised in the situation analysis or recovery strategy, gender-disaggregated targets are set for relief feeding, protracted refugees and relief activities. In Tanzania it is planned that women will participate more fully in non-traditional activities such as porters and security guards. Burundi planned to strengthen women's part in FFW income generating activities.

7.1 Achievements

The mission was able to confirm achievements in the field of gender in several aspects of the programme, though progress has been uneven. Gender Focal Points were interviewed in three COs and in some field offices. The mission identified problems of time –some Gender Groups have to work at weekends and in the evenings, and training is still needed. Focal Points have in the past tended to be seen for example as agents to secure the smooth implementation of FFW rather than as mainstreamers of gender in WFP thinking. In Burundi the gender-training of the whole staff had to be postponed because of the difficulty of finding a suitably qualified French speaker. Supervisory staff has been sensitised but not the field staff. It is desirable that all field staff, as WFP's front line and in direct contact with beneficiaries, should be trained in gender issues. Similarly the sensitising and training of IPs needs to continue. It seems that some IP staff are aware of the requirement to distribute food directly to women but are not aware of the reason for this modality. This may explain why some IPs have not complied with the need for gender-disaggregated reporting.

Tanzanian Red Cross have found that while it is easy to achieve the target of 50 per cent women on Food Committees with Burundians this has not generally been possible with Congolese refugees. They also find that men continue to collect food and sell it to buy alcoholic drink or give it to "small houses" or second wives. The same two problems continue to be experienced among refugees interviewed in Rwanda. In a meeting in Ngara, women reported that rape continues to be serious problem and that man may abandon wives who have experienced rape, thus *inter-alia* leading to an increase in female headed households.

Despite these limitations, there have been successes in the field of gender, for example in the training of Focal Points themselves, who have attended workshops, in sensitisation of WFP staff and IPs, the incorporation of experience into Gender Action Plans and Gender Training Plans. One successful method of empowering women has been the balancing of gender on Food Committees by ensuring that if the Chair is female, the Vice Chair is male. At a different level, the mission visited a site in southern Rwanda in which 87 widows, with WFP support through FFW, were working from 2-5.30 each day in cassava production on communally owned land in a successful income generation project which allowed time for care for children and other family activities.



In many of the camps in the Great Lakes region, women are now members of food management committees, composed of three women and two men (Uganda JFAM, 2001). This is an improvement from the previous year. Additionally, in all camps, a certain percentage of rations must be distributed to women, and monitoring activities show WFP has been quite successful in this regard. Less clear is whether women have control over that food if they have to get help getting it home. In some cases, women “pay” a portion of their ration in exchange for help in carrying or in transportation of the food home. In other cases, women enlisted the help of children, meaning that the child was not in school that day.

Women, however, are still saddled with most of the workload, including childcare and food preparation, and seeking and hauling firewood. The most recent Tanzania JFAM (2001) stresses that gender related activities should involve men too, in order to reduce the workload on women. Men should be encouraged to take part in family planning education sessions/discussions and to attend nutrition/MCH education programs.

In order to consolidate the achievements made so far, it is important ensure that women are not overburdened with responsibilities and activities related to food distribution, transportation, and collection. To encourage sustained participation of women in asset-creating activities and reduce domestic workload, WFP should consider working with IPs to introduce crèches or child-care at food-for-work sites or in the community and providing food resources for care providers and children. Future activities to promote gender equity need to incorporate men, focusing more on strengthening and maintaining families and promoting and consolidating women’s participation and achievements, while helping men to adapt to their changing circumstances and maintaining important components of their traditional roles.

8. ENVIRONMENTAL ISSUES

Environmental concerns are addressed in the formulation of both phases of the PRRO, in JFAM reports and in the Final report of PRRO 6077.00. In each country programme, the environment is involved to a greater or lesser extent. In Tanzania WFP, with partners, is concerned to improve and protect the quality of the environment, particularly in relation to tree cover within, around or in areas affected by the refugee camps during the last nine years. WFP is also involved in environmental programmes in Rwanda especially in areas of returnee populations, food insecure districts and in and around refugee camps. WFP Burundi has at present more pressing concerns but when conditions allow intends to help create environments that will be an incentive for refugees and displaced people to return. In Uganda WFP has aided the creation of some woodlots near one refugee camp.

The PRRO 6077.00 EB document notes with concern the negative environmental effects of refugees and IDPs and commits WFP, in partnership with UNHCR, IFAD and FAO, to the reversal of previous environmental deterioration, particularly associated with deforested areas and mitigation of future effects. WFP’s direct concern is in the issue of food preparation and its effects on the consumption of fuel wood and charcoal. To this end, WFP undertook, with HCR to make a household wood consumption survey to identify levels of daily use, frequency of collection of wood and production of charcoal. In addition WFP was to investigate in detail the implications of cooking methods. These investigations were subsequently carried out.

In the interests of reduction of fuel consumption, WFP undertook the provision of milled cereal, if possible to the level of 60 per cent of rations, because milled grain requires less cooking. This commitment was to entail the construction of milling facilities, because the pipeline normally provides unmilled grain. Provision of these milling facilities was undertaken in PRRO 6077.01. As an aid to environmental protection, empty commodity bags were to be provided for IPs; the mission saw these in use in Tanzania. Women were to be trained in fuel-efficient cooking; examples specified by the PRRO were the pre-soaking of beans and use of lids while cooking. In order to reduce cooking time and thus conserve fuel wood, WFP also undertook the provision of precooked yellow split peas: this was to prove problematic since they were said to cause severe indigestion. The final provision of the first PRRO was to support soil conservation, reforestation and land



reclamation, all activities supported in previous EMOPs. The 2001 extension phase documentation of the PRRO undertook the provision of milling facilities and quality control of beans and cereals.

Compared with other WFP interventions known to the mission, the energy consumption implications of the food basket were carefully considered at the formulation stage. Undoubtedly these plans have had some successes though there have been difficulties in provision of some commodities such as maize meal and pre-cooked split peas; some of the beans being provided were old and needed as much as six hours cooking, rather than the three hours of fresh beans.⁴⁷ Refugees in Kanembwa Camp, Tanzania, having access to sufficient land, have produced a surplus of beans for sale⁴⁸; in addition to being fresher, these help to some extent to support the livelihoods of refugees. A number of varieties of locally produced beans were also seen to be on sale in markets near and in the camps in Tanzania. Those refugees as at Kanembwa, who had access to sufficient land for vegetable gardens have been able to produce fresh commodities, which require less cooking. WFP believe that a considerable number of Burundians in Tanzania are farming near the camps on land rented from local people near the camps, again giving the opportunity for the production of fresh commodities which require less cooking.

WFP has supported NGOs in Tanzanian camps in programmes to train and encourage refugees in the production of technically simple wood burning stoves. These are very widely used in the camps visited by the mission. Beneficiaries found them easy to build using local materials, principally clay. They last about one year and are easily replaced. Fuel consumption is about half of that of traditional three stone fires: a large saving in fuel at a small cost in effort time and money. These simple mud-based home produced stoves are much more appropriate than some of the high technology, expensive and over-elaborate metal stoves used elsewhere. Refugee women told the mission that a week's supply of fuel cost about 2,000 Tanzanian shillings, a considerable expense for the poor, most of whom had to collect fuel for themselves. It was noticeable that women, but also men, a sign of fuel shortage, were bringing head loads of wood into some of the northern Tanzanian camps from distances greater than the official four kilometres. Woodlots near the Tanzanian camps, developed with WFP support, contribute to some extent to the provision of fuel but also provide various types of fruit. As well as being a dietary supplement, the fruit has the advantage of not needing cooking.

8.1 The Effect of WFP-supported Recovery Activities on Environment

Refugee camps

Refugee camps are now mainly in Tanzania, with 364,863 refugees in 11 camps; Rwanda with 29,830 refugees in two camps; and Uganda 12,000 in three camps. There are also a number of abandoned camp sites. Some Ugandan camps had been established in the 1960s but the currently used camps were developed after 1963, meaning that there have been as much as nine years of occupancy and a threat to various aspects of the environment, such as soil degradation, impacts on wildlife and impact on water supplies both through abstraction and pollution. Deforestation has, however, been the main environmental concern.

WFP had no influence on the placement of refugee camps and thus was not able to ensure that they are located in environmentally sustainable sites. However, by support for activities that enable environmental recovery and/or create sustainable environments and through the provision of a food basket that demands less energy for cooking, WFP is able to have a positive environmental effect both in peri-camp areas and other environments. As noted above, the amount of environmental degradation through deforestation in camp areas is significantly lower than in and around many other African refugee sites. This reflects the success of HCR and WFP policies for environmental protection and environmental reclamation. Without a co-ordinated set of protective activities, environmental degradation actions would have a cumulative effect and spread outward from camps. Elsewhere in Africa mission members have seen the virtually complete removal of trees over a radius of more than eight kilometres and even more along roads. It is not possible to know

⁴⁷ Refugee interview, Kanembwa.

⁴⁸ WFP/HCR (2001) Towards increased Self Reliance for Refugees in Western Tanzanian Camps



exactly how much effect WFP policies have had but the cumulative effect is likely to be considerable and is surely positive in relation to environment and probably also so in relation to nutrition and strengthening livelihoods.

8.2 Restoration of Natural Habitat

The absolute restoration of natural habitat, *first nature*, to its former condition is probably unachievable and not a viable aim. Since most of the “natural” environment of Africa generally and certainly in the GL region is in fact very strongly influenced by human activity, *second nature*, if not mainly human-created, it is more reasonable to consider the aim to be the building of an appropriate form of nature for human use. Thus it is an environmental gain if for example the rate of soil degradation is reduced, or the useful biomass is increased.

WFP has used FFW in support of the creation of second nature, mainly in Rwanda and Tanzania. Such activities have been for the present abandoned in Burundi, though the CO intends to restart as soon as possible.⁴⁹ No FFW activities are now being undertaken in Uganda. In Tanzania, WFP has used FFW to rebuild and enhance the environment within and on the periphery of camps with NGOs as IPs and in conjunction with HCR. Examples are the tree nurseries and woodlots already described. The Self Reliance Initiative proposed by the 1998 JFAM, among other activities supports home gardening in Kibondo camps. The mission inspected highly productive gardens with tree and bush crops that had been developed under this initiative. FFW is also used to support the recovery of refugee affected areas beyond the camps.

Since 1995, but continuing through the PRRO, FFW has been used in Rwanda to produce lasting assets, particularly in the agricultural/environmental sector. The three main areas of investment have been: bench terracing, with 681 ha. in 2000, reforestation, with 640 ha. in 2000 and swamp reclamation, with 2001 ha. in 2000. These quantities are comparable to those achieved each year during the late 1990s but the 2001 figures are much reduced, because of the need to respond to the drought and because of declining investment in Rwanda. WFP targets areas of food insecurity, in particular the traditionally food insecure areas of southern Rwanda. In 2000 the drought-affected areas of the south west and security-affected Ruhengeri were prioritised.

Swamp reclamation is in fact better described as swamp development and is in fact the creation of a completely new but potentially sustainable environment. The drained, irrigated and levelled swamp is agriculturally very productive and allows year round cropping of high value crops such as rice. Swamp development is particularly valuable in the prioritised drought-prone areas of the south.

Bench terracing is a contentious activity⁵⁰ because, although it employs large numbers⁵⁰, the top soil is lost and the resulting terrace will need high inputs of fertilizer and, if acid, of lime. WFP⁵¹ recommends, because of the difficulty of ensuring these inputs, that bench terracing be carried out only on slopes of more than 40 degrees. In fact because of population pressure on resources, many areas of Rwanda have such slopes. The areas of terracing seen by the mission were very steep and terracing would have reduced sediment yield to the rivers. It was notable that in the terraced area inspected, trees had been maintained, elephant grass planted as erosion protection on stream banks and an adequate grass cover provided on terrace risers. The main reservation in relation to the created assets of improved swamp, terraces and wood lots was, as already mentioned, the question of ownership of the assets, which was more likely to be to the better-off and not the poor, who were supposed to be favoured.

⁴⁹ Burundi Briefing Notes

⁵⁰ WFP Rwanda (1999) Food for Work Projects, Rwanda.

⁵¹ Ibid



9. LESSONS

At the time of the evaluation mission, WFP already had seven years experience in managing a regionalised response to the Great Lakes Regional Crisis, three of them under the modified PRRO programming category.

Although the regional boundary and management structures have evolved throughout this period, it is nevertheless possible to identify some key lessons, which are built on the main achievements and results of the PRRO thus far as well as on the main analytical conclusions and recommendations contained within this evaluation report:

Lesson:

- In the Great Lakes region, the integrity of the PRRO as a credible programming instrument for supporting protracted relief and recovery requires bolstering. This needs to be done in two ways:
 - Firstly, there remains an ever-present danger that at times of critical shortfall - either pipeline related or due to other pressing emergency needs - supporting short-term relief priorities will win out over supporting opportunities for recovery. If the integrity of the PRRO category and its distinction from EMOPs is to be maintained, then explicit strategies must be devised to ensure both objectives can somehow be pursued in a more equitable manner;
 - Secondly, the frequent use of other programming categories (EMOPs, SOs, Quick Action Projects), sometimes as a means of attracting additional resources, reduces programme coherence at the country level, thereby diluting the programmatic integrity and credibility of the PRRO category in general and of the regional approach in particular.

Based on this evaluation's key findings, a basic strategic decision which needs to be made is to what extent the recovery elements within the successor PRRO will have equal footing with the relief elements. A critical question is how and the extent to which the regional PRRO can succeed in driving forward towards recovery while at the same time allowing for rapid returns to relief. Burundi may in fact be a test case for this fundamental question. The PRRO was certainly overoptimistic in relation to Burundi and few recovery activities have been possible: indeed relief activities have themselves been very restricted. Nevertheless, the CO is searching for ways of extending recovery, for example through school feeding and is exploring ways of overcoming the safety-driven UN limitations through the development of small field level stocks. Guarded optimism will always be a necessary stance in seeking opportunities for recovery activities in complex emergencies such as the Great Lakes.

Transitions from relief to recovery were already present as part of the preceding regional EMOPs, and many of the PRRO's recovery activities follow in the footsteps of previous EMOPs, even if at a much diminished scale. This is not a criticism of either modality. There is, however, a question as to whether the parallel existence of PRRO and other mechanisms, particularly EMOPs, has not also raised the issue of country-level coherence and whether WFP should use a number of programme categories in pursuit of similar objectives. Some donor representatives have expressed concern to the evaluation mission on this particular issue and recommended a greater reliance on the regional PRRO as an instrument for meeting unforeseen critical relief needs. It can also be argued, however, that the existence of parallel modalities secures flexibility.

Lesson:

- While a regional strategy and PRRO continue to represent the best option for WFP in responding to the protracted relief and recovery needs of the Great Lakes Region, enhancing transparency, programming accountability and maintaining dedicated regional staff support for the operations remain key areas for concerted action.

Given the small geographic area where the regional PRRO interventions occur, the closely linked economic, political and cultural situations and the continued likelihood of sudden massive refugee movements across borders at any time, a regional approach remains the most politically neutral and operationally effective approach. This evaluation has clearly identified areas where the intended flexibility of the regional PRRO



has yet to fully materialise both as a result of factors internal and external to WFP; however, some recommendations have also been made on how to support the need for increased flexibility. Whereas a regional management structure is essential to an effective, efficient and regionally politically acceptable response, on-the-ground implementation must necessarily remain to be through COs. This is because of the absolute necessity of also linking with national governments whether the implementation is directly by WFP, through other governmental agencies or by NGOs. In view of the complexity of WFP's implementation linkages, the desirability of continuity and coherence in activities, the need to develop capacity in other areas than those integral to the PRRO, for example in development and the critical need for flexibility in rapidly changing circumstances, it is helpful to maintain, for WFP the possibility of using a range of funding modalities.

Significant accountability gaps in regional aid operations were also identified in the *1996 Joint Evaluation of the International Response to Genocide and Conflict in Rwanda*. The lessons of this earlier evaluation remain equally valid today. This evaluation has made a number of recommendations aimed at improving the quality of programme reporting under the PRRO, especially in relation to programme achievements (inputs, outputs and outcomes). The need to increase transparency in how scarce cash and food resources are allocated and managed within a regional PRRO structure has also been discussed as an area for improvement. The latter subject was discussed at length in a two-day workshop, which was held at the end of the field mission stage of this evaluation. The evaluation has also found that the deployment of regional staff to lend additional support to country-level operations at critical times has been a key strength of the regional approach, not only under the PRRO but also under the previous regional EMOPs. This support has been especially valuable in very small countries where it has been difficult to attract senior and experienced staff to undertake assignments. In this regard, new modalities must be sought to ensure that the strong system of dedicated staff support, which was in place up until December 2001, is not overly diluted.

Lesson:

- Within the Great Lakes regional PRRO, opportunities for recovery are not generally found within linear national-level recovery processes but are instead situated within a mosaic of microenvironments, or a patchwork of sub-national operational conditions within which acute relief needs and recovery opportunities occur within the same community and may disappear as quickly and as suddenly as they appear. WFP's 1999 PRRO Guidelines should reflect better the challenges posed by such a complex operating environment.

The evaluation team has concluded that a regional approach clearly offers the best intervention strategy for WFP in such a complex environment where national-level approaches no longer represent an effective means for dealing with the crisis and taking advantage of the types of recovery opportunities, which may emerge.

In the mission's view, WFP's 1999 operational guidelines for PRRO's do not adequately reflect and provide operational guidance on these types of realities and are largely based on models derived from national level processes.

Lesson:

- Although widely regarded by staff as a useful tool for programme planning purposes, introducing a logframe will not by itself lead to improvements in the monitoring and evaluation of the Great Lakes PRRO. The current heavy emphasis on secondary-level outcome data risks shifting emphasis away from beneficiary-centred monitoring. Concerted efforts are needed to strengthen post-distribution monitoring both as a means of ensuring a more perceptive and qualitative approach to M&E matters and of building linkages to on-going programme modifications and improvements.

Reflecting a growing concern within WFP for building results-based Monitoring & Evaluation systems, the logical framework has been incorporated within the regional PRRO. This has been problematic, perhaps because WFP personnel have limited experience with the use of logframes. A very large number of reports is required and demands seem to be growing by the day. On the other hand, little time is available for



qualitative evaluation at any level. Decision-makers are effectively left drowning in a sea of information, much of which is unexamined and in which important messages may be lost. It is essential that the monitoring requirements be reduced following a critical external review of the M and E system and that there is continuity in the demands for reporting.

In the Great Lakes regional operation it is essential that up-to-date information relating to the achievement of aim, goals, objectives and sub-objectives of the PRRO is available for the whole region. This necessitates a focus on key elements of effectiveness and critical data allowing evaluation of successes and failures.

Lesson:

- Labeling specific components within the PRRO as either relief or recovery combined with short time frames introduces unnecessary rigidities. Within the regional PRRO, many activities benefit from a dualistic quality and the nature of the operating environment does not readily permit strait forward categorizations. To the extent that this practice may encourage earmarking partly as a result of legislative restrictions and requirements among certain donors, the practice may need to be reviewed. Moreover, insofar as recovery processes are highly complex and sub-nationally fragmented, longer planning time frames are similarly indicated for PRROs operating in highly complex environments.

Given the complexity of the Great Lakes environment, it was clear to the evaluation team that relief, recovery and developmental operations all tend to overlap rather than being a matter of separate boxes or processes. School feeding in Burundi for example could be seen as being in any or in each category. The patchy nature of security, access, need and the probability of rapid change between these variables demands different types of operation within contiguous areas and even within the same community.

In recommending that the next phase of the PRRO be extended to 36 months, the mission is effectively arguing for this guarded optimism to be extended so as to allow the possibility of a more fully elaborated recovery programme. This does not imply, however, that individual recovery activities should be extended for more than one year.

Annexes

Annex 1

Objectives, Intended Evaluation Uses and Users

The main objectives of the evaluation are stated as follows in the TOR (see annex 2):

1. Providing accountability to the Executive Board.
2. Assessing the usefulness of the regional Great Lakes PRRO, as:
 - a) a resource mechanism and programming instrument
 - b) an effective implementation modality for supporting relief and recovery activities in the region.
3. Assessing the value-added of the regional Great Lakes PRRO in relation to country-specific program mechanisms (e.g., country EMOP, PRRO, Development and SO).

This evaluation report will be presented to the Third regular Session of WFP's Executive Board in October 2002. The report will be considered back-to-back with the next phase of the Great Lakes PRRO, which will be before the Board for approval. This represents a new approach, which has been adopted by WFP's Executive Board as a means of encouraging the improved integration of evaluation findings and recommendations into the programme formulation process.

Key recommendations arising from the evaluation exercise will also be used in the preparation of a Management Response Matrix six weeks before the Board meets in October 2002. The matrix, to be prepared jointly by the Office of Evaluation and the Regional Bureau in Kampala, will outline a strategy for how the Regional Bureau intends to follow up on this evaluation's key finding and recommendations. The Executive Board will use the management response matrix to determine whether key recommendations arising from the evaluation have been sufficiently integrated into the design of the successor PRRO.

Of particular interest to the Regional Bureau is the use of this evaluation report for the identification of lessons and recommendations for making relevant adjustments to the current approach, and which can be incorporated into the successor phase of the regional approach.

The evaluation results will also be used by the Evaluation Team, which will begin its work on the global PRRO category review in late 2002. That review is being undertaken at the request of the Executive Board to learn more about WFP's global experience with the PRRO category as a whole and what modifications to the policy and guidelines may be required. Results from the meta evaluation will be presented to the Board in May 2003. This evaluation report will be one within a series of twelve PRRO evaluation reports, which the team will review. Results from the PRRO meta evaluation will be presented to WFP's Executive Board in May 2003.

To further corporate learning objectives, the report will also be disseminated through the Office of Evaluation's new Web Site. The report will be accessible within the new Evaluation Memory System (EMS), which has been developed to facilitate learning and easy access of WFP staff, donors and the public at large to WFP's corporate evaluation results. Moreover, a short five thousand word summary report highlighting the report's main analytical findings will also be available to the public through the public web site under Executive Board Documents. Summary highlights of the evaluation report may also be disseminated to staff through WFP's new M&E staff newsletter, *the Indicator*. In this latter context, there will be a particular interest in learning more about regional approaches.

Mission Member Prior Experience and Backgrounds:

The Mission Leader had extensive experience with the Eastern and Southern Africa region and over eleven years of experience with WFP programmes and operations both in the field and in headquarters. Two of the external team members had extensive experience with evaluations of humanitarian interventions: one had considerable knowledge and previous experience with humanitarian interventions in the Great Lakes region while another had extensive experience with PRRO evaluations in other countries. The third external consultant had extensive experience with the application of standard

evaluation methods to international nutrition and food aid issues and specialised expertise related to monitoring and evaluation systems.

Development of the Terms of Reference (TOR)

All PRRO evaluations undertaken through WFP's Office of Evaluation (OEDE) since mid 2001 have been based on a set of generic TOR. OEDE's main objective in applying generic TORs to these evaluations has been to ensure better comparability and aggregation of evaluation results across a broad spectrum of interventions, all of which have been formulated – at least in theory - in relation to a common policy and a common set of guidelines. All evaluation teams address a set of core questions and issues related to the implementation of individual PRROs and the relationship to the *Relief to Recovery* policy and to the corporate PRRO guidelines. Reports all follow a common table of contents when presenting their findings. In this sense, this particular evaluation also must not simply as a stand-alone evaluation exercise.

Whereas the use of generic TORs are regarded as a means of facilitating corporate learning in relation to new policies and operational guidelines, evaluation teams are nevertheless encouraged to modify TORs as may be required to address issues specific to a particular situation or to encourage the usability of results. In this context, it became clear to the evaluation team that the generic set of TOR was largely based on a situation being national in context, and there was a need to modify the generic TORs to focus more sharply on the regional aspects of the PRRO's strategy. Whether to continue with a regional operation was clearly a central concern within WFP and therefore one which needed to be closely evaluated.

Annex 2
Terms of Reference for the Evaluation of the Regional PRROs
6077 & 6077.1(WINGS 10062) covering the Great Lakes Region

1. Background to the PRRO Category

The PRO category - covering Protracted Emergency Operations for Refugees and Displaced Persons - was first established by the CFA on the recommendation of WFP in May 1989 (WFP/CFA:27/P/7). The category responded to (i) the growth of migrant groups – both refugees and displaced people - as a result of civil strife, and (ii) the persistence of the problems, which led to their flight and the consequent perpetuation of their status over long periods. In short, a decade of civil conflicts had contributed to a sense that the EMOP category was not suitable for protracted conflict situations. At the same time, there was a need for an adequate and predictable funding base for refugees. By creating a subset of its “development” resources, WFP hoped to preserve the development and emergency resource bases for their original purposes while attracting additional net resources to deal with burgeoning needs in this new category.

In April 1998, WFP introduced a significant enhancement to the PRO category when it endorsed WFP’s policy proposals in the paper “From Crisis to Recovery” (WFP/EB.A/98/4). The new PRRO – Protracted Relief and Recovery Operation - brought two major modifications to the category. First, all protracted emergency operations – and no longer just refugee and displaced persons operations - would be transformed into PRROs and brought before the Board for approval, generally after two years. Second, the transformation of EMOPs into PRROs would be done based on the preparation of a recovery strategy that would provide the rationale for continued assistance and, to the extent possible, emphasize recovery activities in addition to ongoing relief needs and contribute to conditions for finding sustainable solutions to protracted crises. This emphasis on recovery was very much in line with international support for linking relief and rehabilitation work to longer-term development interventions. Refugee and displaced persons operations – the old PRO category – would remain a subset of the new category and would benefit from the introduction of a recovery strategy.

The new PRRO category also stressed two important resource dimensions:

- First, within a PRRO, WFP would have the flexibility to move funds freely between relief and recovery activities as the situation on the ground required - to seize opportunities for recovery, but to be prepared to meet unforeseen critical relief needs;
- Second, the new category called for longer-term financial commitments from donors – for predictability and planning as well as for building partnerships for recovery.

During its sessions in October 2000 and February 2001, WFP’s Executive Board considered issues related to the funding of PRROs and raised questions about the effectiveness of the new category. The Board endorsed a review of the PRRO category as a whole to be undertaken by the Office of Evaluation (OEDE) based on the findings of 10 PRRO evaluations scheduled for 2001-2002.

Of particular interest to the Board are the following broad issues:

- What substantive improvements in the delivery of WFP assistance have been achieved as a result of the introduction of the policy *From Crisis to Recovery* and the resulting conversion of EMOPS and PROs to the new PRRO category?
- Is WFP identifying sustainable recovery activities through the PRRO category and is it attracting and investing adequate resources - resources that complement its traditionally strong base of relief funding - to implement those activities effectively?

2. The Great Lakes PRRO: An Overview

The Great Lakes regional cluster, which includes Burundi, Rwanda, Tanzania and Uganda, continues to be affected by political tensions and conflict. The region has experienced a generalised crisis since the mid nineties and WFP, is presently assisting some 2.3 million internally displaced persons (IDPs), refugees and food insecure people under its regional PRRO and through country-specific operations (PRROs and EMOPs).

From 1996 to 1999, WFP provided assistance under a regional emergency operation (EMOP). The first regional PRRO 6077.00 was set up in 1999 to support a planned beneficiary caseload of 1.25 million with a budget of US\$269 million. Coordinated from the regional office in Kampala, Uganda, the underlying rationale was to create a resources, personnel and logistics to respond flexibly to needs as they arose in a rapidly-changing situation.

The current expansion, PRRO 6077.01, currently is assisting 1.12 million beneficiaries in all four countries from August 2001 through to January 2003 at a total cost to WFP of over US\$167 million.

Regional PRRO 6077.01 has the following stated objectives:

- Improving and/or maintaining the nutritional status of target populations (all four countries).
- Addressing the immediate daily food requirements of refugees, internally displaced people, returnees and other vulnerable populations (all four countries).
- Protecting and rehabilitating specific vulnerable groups, such as hospital in-patients, nursing and expectant women, the chronically ill, elderly and street children from hunger, malnutrition and disease (Burundi, Rwanda and Tanzania).
- Promoting the recovery and rehabilitation of livelihoods at the household and community levels through increased access of the target populations to infrastructure, assets, knowledge and skills (Burundi and Rwanda).
- Promoting gender equity in terms of access to and management of WFP related assets and resources (all four countries).
- Enhancing preparedness and mitigation of the effects of crises arising from man-made and natural disasters (all four countries).

The regional PRRO's three main components are:

Component A: Relief Feeding:

In **Burundi**, the regional PRRO provides targeted relief feeding to an estimated 238,000 food insecure and IDP beneficiaries per month identified using Household Food Economy Assessment (FEA) surveys. Food distribution is carried out by NGOs. In Rwanda, the regional PRRO provides supplementary feeding to some 27,500 children under five years of age through the Rwanda Government.

Component B: Protracted Refugee

Under this component, general food distributions are provided to refugees in all four countries: 500,000 in Tanzania, 1,000 in Burundi; 41,500 in Rwanda and 24, 421 in Uganda.

Component C: Recovery

Under this component, the regional PRRO supports a monthly average of 107,500 beneficiaries in Rwanda with activities such as Food for Work, Food for Training and limited institutional feeding. In Burundi, a monthly average of 170,000 beneficiaries are assisted with Food-for-Work, School Feeding and Seed Protection. In Tanzania, some 11,000 beneficiaries are involved with Food for Work activities in refugee-host areas.

Although the Bureau in Kampala (ODK) currently manages the regional PRRO, specific implementation modalities and partnership strategies differ by country. In Burundi, the Government selects the NGOs,

through which WFP delivers its assistance in the Provinces. In Rwanda, WFP works through Government structures such as the Ministries of Agriculture and Health. Refugee activities are implemented jointly with UNHCR under the global MOU in Tanzania, Uganda and Rwanda.

3. Objectives of the Evaluation

1. To provide accountability to the Executive Board.
2. To assess the usefulness of the regional PRRO, as:
 - a) A resource mechanism and programming instrument in the Great Lakes.
 - b) An effective tool for supporting relief and recovery activities in the region.
3. To assess the value-added of the regional PRRO in relation to country-specific program mechanisms (e.g., country EMOP, PRRO, Development and SO).

4. Scope of Work

Context

WFP has three regional PRROs (Great Lakes, West Africa and Central America) in addition to several country PRROs and/or EMOPs. This mission is WFP's first regional PRRO evaluation as part of an Executive Board mandated review of the PRRO category as a whole.

The evaluation will focus on the extent to which the Great Lakes regional PRRO mechanism has contributed to:

1. Support of the resourcing objectives of the PRRO, namely
 - increased ability to shift funds and commodities between relief and development activities
 - securing longer-term financial commitments from donors (defined as contributions in cash or in kind) stretching beyond a one-year period
 - facilitating forward planning for WFP.
2. Supporting the programming objectives of the PRRO category, namely
 - Meeting unforeseen critical relief needs, especially the extent to which the regional PRRO mechanism support rapid food interventions in response to emerging relief needs within the region as well as in neighbouring countries; and
 - Seizing opportunities for recovery within the region.

The evaluation will concentrate on key strategic issues arising from the appraisal of the PRRO's regional design and approach. The conclusions and findings may be used to facilitate the preparation of the next phase of the regional PRRO (preparation is due to begin at the end of March 2002, immediately after the completion of this evaluation).

The evaluation will refer to operational aspects (e.g., program activities, logistics) of the regional PRRO when relevant to the evaluation's objectives. Therefore, the mission will make limited use of PRA techniques with beneficiaries.

Methods

A combination of methods will be used, including document review, key informant interviews including beneficiaries, questionnaire forms for data triangulation and checklists. No quantitative primary survey data will be collected for this evaluation. Data will be gathered from the following sources: regional and country project documents, normative WFP guidelines and policy documents. Information on resources (commodities and cash contributions) and pipeline flow shall be made available for analysis.

A historical review of the regional PRRO category of programming in the Great Lakes region (PRRO 6077.00 and 6077.01) will cover the period from 1999 to present, since the shift from the regional EMOP category. The relevance and usefulness of the PRRO Guidelines will also be reviewed in this process.

The team also will undertake visits to each country office and hold interviews with CO staff to gain their perspective and experience with the regional PRRO. Field visits and beneficiary interviews will be used to obtain supporting information and/or verify information gleaned from documentary review, questionnaires and interviews. Key informants will include donors, WFP partner representatives and beneficiaries.

The team will consider existing nutritional surveys where and when available (including baseline and punctual surveys) and food security reports (e.g., JFAM, WFP/FAO Crop Assessment reports). Monitoring and evaluation information, tools and system (M&E data, existing log frames and mid-term and final evaluations) used by the regional bureau and country offices to verify attainment of the PRRO stated objectives will be reviewed. Sample reports from implementing partners will also be checked.

Targeting issues will be addressed through an assessment of the stated objectives and identified target groups and mechanisms and tools (e.g., VAM, other instruments). The commodity mix, ration and food basket will be examined along with the pipeline flow in relation to nutrition/food security and targeting issues.

Gender considerations will be explored throughout the course of the mission. The Country Offices will provide the detailed data in relation to Annex IV of these TOR concerning their follow up activities in relation to the Commitments to Women. The mission will follow up on the issues raised during their field visits.

5. Suggested Issues and Sub-Issues

A. Relevance of the Regional PRRO Recovery Strategy:

- A.1 When and how was the recovery strategy developed for the PRRO? In what ways does it differ from the strategy under the two prior predecessor EMOPs (5624/2 and 5624/3)? Has it been periodically reviewed or modified over the life of the operation?
- A.2 What resources were devoted to the development of the PRRO recovery strategy and what mechanisms for consultation, partnership and review were utilized?
- A.3 Does the recovery strategy adequately: provide the rationale for operating in the protracted situation; identify and justify the role of food aid; identify target areas and groups; and define assistance modalities?
- A.4 Is the recovery strategy aimed at creating conditions for a sustainable solution to a protracted situation?
- A.5 Does the recovery strategy identify the conditions under which the PRRO will move from relief to recovery?
- A.6 Has the adoption of a regional approach to the PRRO been appropriate for responding to beneficiary needs?
- A.7 What risks to the PRRO were foreseen in the recovery strategy (e.g., the resurgence of violence, the influx of additional refugees, loss of donor support, lack of complementary inputs) and were appropriate contingency plans made?
- A.8 Does the recovery strategy include an exit strategy?
- A.9 How is the PRRO linked with the other multilateral or bilateral development strategy tools either at the regional or national levels (e.g., Regional Recovery Plans, individual UN Country Strategy Frameworks, the World Bank Poverty Reduction Strategy Programmes, etc.), the Consolidated Appeals Process (CAP), and any other national or regional contingency planning exercises?

B. Quality of the Regional PRRO Design:

- B.1 Are the PRRO objectives clear, realistic and coherent in terms of collectively contributing to the achievement of the stated goal?
- B.2 Is the PRRO in line with the policy “From Crisis to Recovery”? If not, how and why not?
- B.3 Is the PRRO targeting the appropriate beneficiaries? Does the design include adequate needs assessment methods for moving to a more targeted approach as required?
- B.4 Have both the relief and recovery needs of the beneficiaries been accurately identified? Are the planned outputs and activities relevant and appropriate to the needs of target groups?
- B.5 Are the food rations and commodity mix appropriate to meet the stated objectives?
- B.6 Has the operational context changed since the design? If so, are the PRRO’s stated objectives still relevant? Have the PRRO activities been adapted appropriately?
- B.7 Does the design of the PRRO adequately reflect the different roles played by men and women in the relief and recovery process? Are the Commitments to Women appropriately addressed in the design?
- B.8 Are the objectives and activities of the PRRO compatible with and complementary to those of other interventions currently being implemented by the CO? Have appropriate linkages been made with the recovery or development activities of other WFP interventions?

C. Regional PRRO Implementation:

- C.1 Have opportunities been identified and pursued for making the transition from relief to recovery activities (in particular, restoring livelihoods) where appropriate? Has there been an effort to integrate developmental approaches as early as possible in relief and recovery activities and build effective partnerships for this?

Assessment & Targeting:

- C.2 Based on documentary data appraisal, how have food insecurity, vulnerability and beneficiary figures been assessed and subsequently adjusted as the operation has evolved?
 - At the country level? (e.g., FAO/WFP Food and Crop Assessments, WFP/VAM, GIEWS, FEWS, JFAMs, composite household surveys, camp registration)
 - At the community level? (e.g., RRA, PRA)
 - At the household level (e.g., women’s organizations, relief committees)
- C.3 Are there mechanisms to signal the need (or provide guidance in the case of resource shortfalls) for further targeting, for ration adjustments, or for phasing down?
- C.4 Who selects beneficiaries and on what basis?
- C.5 Is there evidence that the targeted beneficiaries are being reached?
- C.6 What information on expected funding has been available during the formulation and implementation of the operation and how has this influenced targeting?
- C.7 Are the activities and outputs in line with local needs? Are the assets being created relevant for the beneficiaries in terms of the PRRO’s intended results?

Logistics:

- C.8 Has the pipeline been adequately maintained? In the case of resource shortfalls, have breaks in the pipeline been signaled beforehand and what were the responses provided?

Security

- C.9 In the context of the local security situation, have adequate and appropriate measures been introduced and adhered to in order to minimize the risk to WFP staff and implementing partners involved in the implementation of the PRRO?
- C.10 Are there significant security challenges to the smooth functioning of the PRRO?

Monitoring & Evaluation Systems:

- C.11 Is a monitoring and evaluation system supporting the implementation of the PRRO? How is it being used? What is the type and frequency of reporting for the operation?
- C.12 Were baseline data collected and indicators identified at the outset for measuring results?
- C.13 What are the constraints to monitoring – such as staffing, funding, access, security, manipulation of data – that affect the operation and how do the various COs attempt to overcome these?

Management:

- C.14 Did the preparation and implementation of a regional PRRO result in significant management changes? Has the adoption of a regional approach to management been successful at ensuring effective programming and logistics co-ordination?
- C.15 Is there an adequate structure of sub-offices and field offices to manage the operation and maintain effective operational relationships with implementing partners?
- C.16 Is there an appropriate and effective management structure in place at the regional level to support the PRRO? What has been its evolution over the life of the PRRO?
- C.17 Is appropriate training available to PRRO staff to enhance and maintain their skills, particularly in line with the programmatic objectives of the PRRO category?

D. Results of the Regional PRRO:

- D.1 Is the regional PRRO meeting its objectives? Why or why not?
- D.2 Are the objectives of the PRRO appropriate for a regional approach? Why or why not?
- D.3 Have any unexpected effects (positive or negative) occurred due to the regional nature of the PRRO? What are they?
- D.4 Have shifts between relief and recovery activities been facilitated by the regional approach/nature of this PRRO?
- D.5 Has the regional approach/nature of this PRRO facilitated geographic shifts of resources (i.e. between countries or between locations within countries)? If so, has this helped in mitigating, preparing for changing needs of the program target groups?

E. Coordination and Partnerships:

- E.1 Are the capacities and comparative advantages of potential implementing partners (IPs) assessed by the Country Office prior to entering into partnerships and agreements?
- E.2 Are the number and nature of IPs under the PRRO adequate and appropriate for implementing the range of activities? Is there an appropriate balance between local, national and international IPs? Has there been a trend towards or away from using local implementing partners?
- E.3 Are WFP's policies and priorities (e.g., gender and environment) reflected in MOUs with various IPs?
- E.4 Do agreements with IPs specify the need for gender disaggregated data? Are partners aware of gender issues, including WFP's Commitments to Women?
- E.5 To what extent have partnership arrangements successfully or negatively contributed to the implementation of the PRRO?
- E.6 Has preparing and implementing the PRRO broadened and improved coordination compared to the predecessor operations? If so, how?
- E.7 What are the mechanisms for coordination with government, donors, UN agencies (OCHA, UNHCR, FAO, IFAD, UNICEF, UNDP, etc.), NGOs, etc.? Are these being used to the PRRO's maximum benefit?
- E.8 Are appropriate and suitable mechanisms in place to ensure strategic co-ordination at the national policy level regarding relief and recovery issues?

F. Resourcing of the Regional PRRO :

Budgets and financial resources for preparation and implementation

- F.1 Does the Country Office have the resources required – staff and cash – to prepare and implement the PRRO as foreseen in the “Guidelines for Preparation of a PRRO”, including staff or consultants with a “combination of development and emergency experience, and strong background in planning, design and strategy formulation”?¹
- F.2 Is commodity utilization (i.e., planned vs. actual) similar for the three components (i.e. relief feeding, protracted refugees and recovery activities) of the regional PRRO?

Flexibility of resource transfer in regional PRRO

- F.3 Does the PRRO design facilitate transfer of resources (commodities and/or cash) between the three programming components (i.e. relief feeding, protracted refugees and recovery activities) within and/or between countries? What are the mechanisms of resource transfer (i.e., loan-repayment, transfer of resources)? What is the interplay between and among different programming instruments at the country level (i.e., regional PRRO, EMOP, country PRROs, SPs, Development CPs)?

Predictability and regularity of resources and impact on regional PRRO

- F.4 What have been the major resource constraints for the PRRO?
- F.5 Has transformation to a PRRO resulted in longer-term (more than 1 year) financial commitments to the operation?
- F.6 What role, if any, has resource availability and predictability played in building relief-recovery linkages?

Donor perception of the PRRO and advocacy with donors and partners

- F.7 What has been the extent and nature of Country Office advocacy for the PRRO with donors and other partners in the field? How do local donor representatives view the PRRO?
- F.8 What effect does having multiple and varied components within the PRRO (e.g., relief feeding and recovery FFW) have on WFP’s ability to successfully obtain donor support?

G. Cross-cutting Issues:

Meeting Commitments to Women

- G.1 Has adequate effort been made to incorporate gender considerations in program planning?
- G.2 Are there any changes required in a future phase to ensure better compatibility with the Commitments to Women?

Environment

- G.3 Have environmental concerns been adequately addressed within the PRRO, particularly with regard to energy-related issues (e.g., cooking time) and the placement of IDP/refugee camps?
- G.4 *Effect of Relief Activities:* What effect have the camp sites had on the environment? What effect have rations and cooking requirements had?
- G.5 *Effect of recovery activities:* What has been the environmental impact of recovery activities within the PRRO? Are the PRRO activities helping to restore the natural habitat through rural infrastructure and reforestation schemes?

6. Notes on Methodology

Reference Documents:

- WFP PRRO policy document: “From Crisis to Recovery” (WFP/EB.A/98/4-A)
- WFP, Guidelines for Preparation of a PRRO
- PRRO project document

¹ Guidelines for the Preparation of a PRRO, section 3.3; the Guidelines suggest the establishment of a “planner post” for preparing a PRRO.

- WFP/RE resource summary table for the PRRO
- Preceding EMOP or PRO document(s)
- Country Strategy Outline and Country Programme (if exists)
- Programme Design Manual (2000)
- Cost Containment Study (2001)
- Emergency Needs Assessment Guidelines (1999)
- Supplementary Feeding Operational Guidelines (1998)
- Food aid in Emergencies (red book) Operational Procedures (1993)
- Food and Nutrition Handbook (2000)
- Gender Guidelines (2000)
- Gender Checklist (1999)
- ALNAP Annual Review 2001 *Humanitarian Action: Learning from Evaluation*
- Previous evaluation summaries and full reports
- Country or operation case studies
- WFP/OEDE thematic evaluation “Recurring Challenges in the Provision of Food Assistance in Complex Emergencies”
- “Food Security and Food Assistance among long-standing Refugees”, (WFP/Ron Ockwell, Nov. 1999 – for refugee operations)
- Most recent JFAM mission reports (for refugee operations) and other assessment reports
- Most recent WFP/FAO Food & Crop Assessment reports
- Any evaluations/reviews undertaken by implementing partners during the last 5-6 years
- Mid-term review of the WFP Commitments to Women (if relevant)
- Country Gender Action Plan

Additional documentation will be consulted as provided and available during the mission.

Report writing (5 working days team members, 10 working days team leader).

The team leader is responsible for coordinating data collection activities, written inputs by team members and for preparing the Aide Mémoire, evaluation summary and final report.

Timetable and Itinerary

Initial itinerary (to be refined during the mission):

Briefing at WFP Rome	February 22, 2002
Travel to Kampala	February 23, 2002
Review/finalize evaluation TORs	February 28, 2002
Individual Country visits	March 1 – 15, 2002
Debriefing of Regional Office	March 25, 2002
Travel to Rome	March 26, 2002
Debriefing at WFP Rome	March 27, 2002
Deadline for Final Evaluation Report	April 17, 2002
Deadline for Evaluation Summary	April 24, 2002

Organization of the Mission

Role of the Team Leader: Will finalize the methodology and key issues for the evaluation. The Team Leader for this evaluation will be the OEDE Evaluation Officer. He will identify the role and input of each team member, including individual requirements for the Aide Memoire, Evaluation Summary and Final Report. The team leader will define any preparatory work required by the CO and/or local consultants prior to the mission (at least 4 weeks notice should be given to the Country Office). The team leader will assume overall responsibility for the mission, and will synthesize the inputs from all sources in order to produce the necessary outputs.

The Team leader is responsible for producing the following outputs:

- an **Aide Mémoire** for presenting the mission's early findings and recommendations prior to leaving the country March 28, 2002;
- a **Final Evaluation Report**; and
- an **Evaluation Summary Report** for presentation to the Executive Board.

The team leader will present the team's findings at all debriefings and will ensure that all deadlines are met for the above outputs.

Role of the other team members: To provide technical expertise according to individual skill sets and to provide written inputs to the Aide Mémoire, Evaluation Summary and Final Report under the guidance of the Team Leader/WFP Evaluation Officer.

Role of the Kampala Office: To advise on the timing of the evaluation to ensure that the evaluation outputs are available for the preparation of the next phase of the PRRO. To ensure that all necessary documents required to plan the evaluation and undertake the desk review are provided in a timely manner. To assist with the identification and hiring of local consultants as required. To ensure that any necessary preparatory work is undertaken in-country prior to the arrival of the evaluation team, and to facilitate the work of the team while in-country. The ODK will prepare and organize the mission's in-country itinerary, and organize the PRRO evaluation briefing/debriefing.

Products of the Evaluation

- **Aide Mémoire** for debriefing the Country and Regional Offices and HQ (maximum 10 pages)
Deadline: 28 March 2002.
- **Final Evaluation Report**
Deadline: 19 April 2002
- **Evaluation Summary Report** (maximum 5000 words)
Deadline: 26 April 2002

All reports will be prepared in English. The OEDE Evaluation Officer, as Team Leader, will finalize the draft versions of the Evaluation Summary Report and Final Report. The evaluation shall be conducted in conformity with these terms of reference and under the overall guidance of OEDE.

Annex 3
Itinerary and Timetable for the Mission

Date/Time:	Activity:
Saturday 23rd Feb	Arrival of mission members, check in and settling in hotel
Sunday 24th Feb	Review of Secondary Literature
1600 hrs	Meeting with ODK Reg Director (RD)
Monday 25th Feb	
0800 hrs	Pickup from the Hotel
0815 hrs	Team settle down and setup, introduction,
0830 hrs	Filling Visa Applications
0900 hrs	Start of debriefing & orientation meeting
1000 hrs	Meet VAM
1030 hrs	Meeting Gender
1215 hrs	Nutrition
1400 hrs	Mission Team reviews secondary literature
Tuesday 26th Feb	
0800 hrs	Pickup from the Hotel
0815 hrs	Team settle down and setup, introduction,
0830 hrs	Meeting with Logistics Staff [Christian B.]
0900 hrs	Meeting with IT Officer [Scott G.]
1000 hrs	Meeting with Finance Officer(s) [Scott G.]
	Meeting with Pipeline staff & LTSH [Christian B.]
1200 hrs	Meeting with Procurement [Christian B.]
	Meeting with HR on GL issues [Scott G.]
1400 hrs	Literature review
1430 hrs	Opening of WFP offices
Wed. 27th Feb	
0800 hrs	Pickup from the Hotel
0810 hrs	Security Briefing
0830 hrs	Courtesy call on the Ug CD
0900 hrs	Debriefing with UG CO staff (Log, Proc, Fin, HR, Admin)
1000 hrs	Individual follow-up meetings (Eval Team & Staff)
	Meeting Judith Lewis & Deborah Saigy [Scott G.]
1100 hrs	Courtesy Call on PS OPM – Department of Refugees
1130 hrs	Individual follow-up meetings (Eval Team & Staff)
1430 hrs	Debriefing of Govt. Officials, (Department of disaster preparedness and refugees) , donors, implementing partners, UNHCR
1515 hrs	Individual follow-up meetings (Eval Team & Staff)
Thursday 28th Feb	
0700 hrs	Mission Travels to the field (Mbarara)
1100 hrs	Courtesy call on LC5, Mbarara district
1130 hrs	Meeting with HCR, URSC and OPM Mbarara staff
1400 hrs	Mission visits Nakivale camp
1700 hrs	Mission overnights in Mbarara
Friday 1st Mar	
0800 hrs	Mission in the field visiting camps (Oruchinga)
0930 hrs	Meeting staff of IPs, government, and refugees
1300 hrs	Return to Mbarara - Lunch/Snack at Mbarara Town
1400 hrs	Mission Returns to Kampala
1700 hrs	Mission arrives to Kampala
Saturday 2nd Mar	Desk review and discussion by Mission Members
Sunday 3rd Mar	Desk review and discussion by Mission Members

Monday 4th Mar	
1000 hrs 1730 hrs 2000 hrs	Completion of Desk review & preparation for Rwanda trip Mission members depart for Kigali Team flies out to Kigali
Rwanda Mission	
Tues-5th	
0800 hrs 0900 hrs 1100 hrs 1400 hrs 1500 hrs 1600 hrs 1715 hrs 1800 hrs	Debriefing with the CD Meeting with Programme Staff & Donors Open discussion with CO Programme staff Meeting with Govt Officials (MinLoc) Meeting with Health Officials (MiniSante) Joint Meeting with UNHCR, UNICEF, FAO resrep, UN coordinator Security Briefing Team forms two groups, Team A: Scott, Chris and Anthony for meetings while Group B: Nina & John for field work.
Rwanda Mission	
Wed – 6th	
0800 hrs 0900 hrs 1100 hrs 1400 hrs 1515 hrs 1700 hrs	Team A: Bilateral meetings with WFP staff Team B: Travel to the field – Bugesera-Ngari Province Team A: Bilateral meetings with WFP staff Team B: Visiting Nyamata Hospital & Mureeba nutrition center Team A: Bilateral meetings with WFP staff Team B: Visiting Ruhuha nutritional center and Rwintare swamp reclamation (Ngenda District) Team A: Bilateral meetings with staff Team B: Visiting Ruvubu swamp reclamation project Team A: Data compilation and sorting Team B: Visiting Community cassava Production Project Team A: Data collection and organisation Team B: Team returns to Kigali
Rwanda Mission	
Thur –7th	
0800 hrs 1000 hrs 1200 hrs 1400 hrs 1600 hrs 1800 hrs	Team A: Data collection Team B: Travel to the field – Bugesera Province Team A: Bilateral meeting with WFP staff Team B: Meetings with Govt officials, implementing partners and FFW groups in Bugesera Team A: Bilateral meetings with WFP staff Team B: Meetings with FFW groups Team A: Bilateral meetings with WFP staff Team B: Meetings with communities & FFW groups Team A: Bilateral meetings with WFP staff Team B: Team returns to Kigali Both Teams – close for the day
Rwanda Mission	
Frid 8th	
0800 hrs 0930 hrs 1100 hrs 1400 hrs 1800 hrs	Meeting with German Ambassador Meeting with DRC & NURC Meetings with NGOs /IP representatives Visit Demobilisation Center in Kibungo Compiling information on HR, and FFW Bilateral meetings with Staff & administration of questionnaire Return from Field Visit

Burundi Mission	
Sat-9th	
1000 hrs 1400 hrs 1700 hrs	Mission Team Members Depart from Kigali for Burundi: Mission Arrives in Bujumbura, Checks in Hotel, Lunches Debriefing Meeting & Revision of Mission Program with the CD
Burundi Mission	
Sun – 10th	
0800 hrs 0930 hrs 1025 hrs 1130 hrs 1200 hrs	Meeting with CD & Senior Management General Debriefing Meeting with CO Programme, Logistics, Finance/Admin Staff Meeting with Logistics Staff Meeting with VAM/M&E staff Meeting with Finance and Administration Staff Meeting Pipeline Staff Meeting with HFEA teams Trip to the Burundi Warehouse
Burundi Mission	
Mon –11th	
0800 hrs 1000 hrs 1200 hrs 1400 hrs 1600 hrs 1800 hrs	Meeting WFP Implementing partners (WV & CARE) Meeting UNHCR, UNICEF, UNDP, WHO, FAO Meeting WV Burundi on M&E strategy Meeting with Donors: OFDA, ECHO, Belgium Cooperation Meeting HFEA teams Break off for the day
Burundi Mission	
Tue 12th	
0800 hrs 1000 hrs 1200 hrs 1400 hrs 1500 hrs 1600 hrs 2000 hrs	Team A (John, Nina, Chris):- Trip to Ngozi by Air Team B (Scott, Anthony):- Meeting Team A:- Meeting with WFP staff & local Authorities Team B :- Meeting with GoB counterparts (MinEduc, MinRRR, MinSante, MinAgric) Team A:- Visit to Nutritional centers & sites Team B:- Meeting with World Bank Officials Team A&B: - Return of Team A from Ngozi. Meeting with Gender & HFEA teams Meeting with M&E teams Team A&B:- Compilation of key field findings Team A&B: - Debriefing with CD on key perceptions & trends
Tanzania Mission Kigoma/Ngara Teams	
Wed-13th	Team members (Scott, Nina, John & Anthony) depart Bujumbura for Kigoma Tanzania, while Chris proceeds to Dar es salaam
0900 hrs 1000 hrs 1040 hrs 1220 hrs 1400 hrs 1600 hrs 1800 hrs	Arrival of Mission to Kigoma as Chris proceeds to Dar Mission Debriefs with HoSo & Senior Management Meeting with & debriefing all Key Sub Office Staff Visit & Courtesy call on Ag MHA – Mr. DF Mhalu Meeting Ag. UNCHR Coordinator – Dr. Eburn Ejuru Meeting with NGOs/IPs of Kigoma sub office Group Divides into two teams: Ngara Team: to cover Kibondo & Ngara sub offices while Kigoma Team to cover Kasulu and Kigoma sub offices
Tanzania DAR Mission	
Thur 14th	
All day	Meetings with WFP staff in Dar

Tanzania Mission Kigoma Team	
Thur 14th	
0800 hrs 1000 hrs 1200 hrs 1400 hrs 1600 hrs 1800 hrs	Ngara Team: Departs for Kibondo by road Ngara Team: Meeting/Debriefing WFP staff in Kibondo Ngara Team: Meeting Camp Commandant & IPs in Kanembwa refugee camp Ngara Team: Visit to Kanembwa EDP, warehouse, Hospital Ngara Team: Meeting refugee Kanembwa Leaders Ngara Team: Returns to overnight in Kibondo
Tanzania DAR Mission	
Fri 15th	
0800 hrs 1700 hrs	Meetings with UNHCR, Ministry of Home Affairs, US Embassy Visit to Dar port
Tanzania Mission Kigoma Team	
Fri 15th	
0730 hrs 0815 hrs 1100 hrs 1200 hrs 1230 hrs 1400 hrs 1700 hrs 1830 hrs	Ngara Team: Meeting Kanembwa UNHCR representative Ngara Team: Departs for Ngara by Road Ngara Team: Visiting Lumasi Warehouse and Meet staff Ngara Team: Meeting MHA, Lukole A Camp Ngara Team: Meeting Tanzania Red Cross society (TRCS) leadership, visit of distribution sites, hospital & health center, refugee homesteads, forestry sites Ngara Team: Visit markets, Meeting Refugee leaders, Visit agro forestry points in the camps Ngara Team: Meeting NGOs and Partners Ngara Team: Meeting WFP Ngara sub office staff
Tanzania Mission Kigoma Team	
Sat 16th	
0800 hrs 1000 hrs 1400 hrs 1800 hrs	Ngara Team: Depart Ngara for Kigoma by Road Ngara & Kigoma Teams: Meetings with Beneficiary leaders, Household & Market Surveys Ngara & Kigoma Teams: Visit to the EDP and warehouses Ngara & Kigoma Teams: Return to Kigoma
Tanzania Mission Kigoma Team	
Sun 17th	
0800 hrs 1400 hrs 1600 hrs 1800 hrs	Ngara/Kigoma Team: Departs for Dar es salaam Ngara/Kigoma Team: Meeting with CD Tanzania Departure for Nairobi Airport. Scott, Nina & John remain in Kenya to meet regional donor representatives as Anthony heads for Kampala Anthony departs for Kampala
Nairobi Mission	
Mon 18th	Kampala Team : Preparation for the workshop – all day long
Nairobi Mission	
Mon 19th	Kampala Team : Preparation for the workshop – all day long
2000 hrs	Nairobi Team: Teams travels to Kampala and constitutes full mission
Kampala –ODK	
Wed-Sun (20-24)	Data analysis, information corroboration, filling of gaps and report writing the whole day

Kampala Debriefing Workshop	
Mon (25th)	Debriefing workshop (ODK, and COs)
0900 hrs 1100 hrs 1130 hrs 1200 hrs 1400 hrs 1700 hrs	Circulation of the Draft Aid Memoire for reading by members Start of Workshop, Welcome, Introduction, framework of next PRRO, OEDE perspectives, & wkshop objectives Key findings of evaluation mission Discussion of findings Working sessions – options for the next regional PRRO Conclusion and closing words
Entry of ODK Mgt comments Tues & Wed 26-27th	Consultants enter management comments into draft Aid Memoire
Depart. Consultants Thur 28th	Consultants leave for Rome

Annex 4
List of Persons Met

ODK - KAMPALA OFFICE (FEB 25-28, 2002):

- Judith Lewis, Regional Director, ODK Kampala
- Nicholas Siwanga, Deputy Regional Director, ODK Kampala
- Deborah Saidy, Regional Programme Advisor, ODK Kampala
- Burkard Oberle, former Regional Manager, Great Lakes Region – Kampala
- Nick Paulson, Logistics Officer, ODK Kampala
- Kennedy Murira, Finance Officer, ODK and GLR
- Bob Barad, Regional TC/IT Officer, ODK Kampala
- Helen McGowan, HR Officer, ODK & former GLR
- Aswini Rai, Ag Logistics Officer, former GLR
- Francesca Erdelmann, JPO Nutritionist, ODK and former GLR
- Chris Boutiniere, Security Officer, ODK Kampala and former GLR
- Charmain Matovu, Logistics Assistant, Pipeline
- Damalie Kasana, Pipeline Officer, ODK Kampala, and former GLR
- Jack Nkemba, ITSH Assistant, ODK and former GLR
- Anthony Esenu, Reg Monitoring and Evaluation Officer, ODK and former GLR

UGANDA CO – 27.FEB-03.MAR.02:

WFP Staff – 27.Feb.02:

- Ken Davies, Country Director, WFP Uganda
- Edward Kallon, Deputy Country Director, WFP Uganda
- Odette Kwelli, Programme Assistant I/C regional programme beneficiaries
- Dominiq Iecq
- Murira Kennedy Finance Officer
- Bob Barad, ICT Officer
- Nickodemus CTS Officer
- Ashwini Rai, Logistics Officer

Non WFP Persons in Kampala – 27.Feb.02:

- Martin Odwedo, Permanent Secretary, OPM, Disaster Preparedness and refugees
- Martin Owor, Commissioner, Disaster Preparedness, OPM
- Alice Uwase, Deputy
- Castro Magluf, Deputy Representative of UNHCR
- Laini Kesselly, Senior Community Services Officer, UNHCR
- Shem Mwesigwa, OPM,

Mbarara – 28.Feb.02:

- Kudus Lado Lubanga, field Officer UNHCR Mbarara - Uganda
- Walter Welz, USAID Food for Peace Mission
- Mayanja Ronald, Refugee Desk Officer, Mbarara
- Francis Nahamya, Project coordinator for URC
- Anna Muwonge, Community Services Officer, UNHCR

Oruchinga - 28.Feb.02:

- Emmy Kirige, URC Camp Manager
- Oketch Joseph, Camp Commandant, OPM
- Monica Kiwanuka, Community Services officer for URC,
- Bedious Kamugisha, Logistics Officer URC

- Frank Kichoncho, Store Keeper, URC
- Refugee Leaders (Refugee Leaders)

Nakivale – 29.Feb.02:

- Don Hatega, Camp Commandant, OPM
- Joseph Arinaitwe, Ag. Camp Manager, URC
- Store Keeper, Nakivale, URC

RWANDA CO (04-09.MAR.02):

WFP Staff – 04.Mar.02:

- David Stevenson, Country Director, WFP
- Bahre Gessesse, Logistics Officer, WFP
- Elie Iyakaremie, Programme Officer, WFP
- Elie Nduwayezu, Programme assistant, WFP –Butare
- JB Nkusi, Programme Officer, WFP
- Claude Dunn, Consultant, Contingency Planning WFP
- Debra Nkusi, Programme officer, WFP
- Jean Pierre Nereyabagabo, Programme Assistant, WFP
- Ayub, Head VAM, WFP
- Makena Walker, Programme Officer, WFP Rwanda

Government Officials – 05.Mar.02

- Dr. Thomas Karendeire, Director of Health, Rwanda
- Ms Rachael Kampirwa, Chef de Division, Nutrition Minisante

Donors and UN Agency Officials- 05-06.Mar.02

- Luder Walter, Cooperation Suisse, Burundi
- Irika Kaufmann, German Embassy, Internee
- Komi S. Gbeblewoo, Representative, FAO, Kigali-Rwanda
- Theophane Nikyema, Representative UNICEF, Rwanda
- B. Sodonon, DRR, UNDP, Rwanda
- Hermans, CPA, UNAIDS, Rwanda
- Tore Rose, UN-RC Rwanda
- D. Alphonse Munyakazi, OIC/UNFPA, Rwanda
- Lwindi C.C. Representative, UNESCO Rwanda
- Ron Mponda, Deputy Representative, UNFPA
- Gana Fofang, Programme Directeur, UNDP
- Diana L Opar, Regional Gender Advisor, UNIFEM, Rwanda
- Mamadou Malifa Blalde, ICP/EPI/WHO, WHO
- Stratoz Musomeza, UNDP Information Officer
- Mark James, Directeur, Bureau du Programme, Departement pour le Developpement International (DFID), Kigali-Rwanda

NGO and Partner Staff – 04-07.Mar.02:

- D. Whitlesey, WSP- International
- Scott Weber, Programme Officer, WSP Rwanda
- Claudine Nyinawagaga Administrateur, WSP Rwanda
- Pierre Rwanyindo, Director of Programme, WSP Rwanda
- Jean Paul Mugwaneza, Principal Researcher, WSP Rwanda
- Andre Nikwigize, OIC/Economic Commission of Africa (ECA),
- Yvon Madure, SM Human Affairs of Africa, QHFA
- Stratoz Musomeza, UNDP information officer

BURUNDI:

WFP Staff

- Mustapha Darboe, Country Director, WFP Burundi
- Thomas Mokake, Deputy Country Director Burundi
- Gilbert Gokou, Programme Officer, WFP Burundi
- Ndayisenga Jeanne Francoise, FEA Team Leader, Burundi West Sub office
- Melanie Rubavu, FEA Team leader, Burundi West Sub Office
- Josephine Twagirayezu, M&E Assistant
- Emmanuel Twagirumkiza, Programme Assistant
- Amadou Samake, Programme Officer, Head of Burundi West sub office
- Abdi Farah, Programme Officer, Head Technical Support Unit
- Genevieve wills, Programme Officer, WFP Burundi
- Ulrich Nass, Logistics Officer, WFP Burundi
- Christian Nzeyimana, Programme Officer, WFP Burundi
- Amelie Rwankineza, Programme Officer, WFP Burundi
- Reports Officer

UN Agencies and Donors

- Phillip Heuts, Secrétaire d'Ambassade, Charge de la Coopération Internationale, Belgian Embassy
- George H. Charpentier, UN Resident Coordinator for operational and humanitarian activities and UNDP resident representative
- Jean Alexandre Scaglia, Dr., Coordinator des Operations Agricoles d'urgence (FAO)
- Vital Baranyitondeye, charge de programme representation de la FAO au Burundi
- Demba Kissima Tandia, Agro economiste, Conseiller Technique Principal, Projet BDI/97/006. Appui a la Securite Alimentaire

NGOs & IPs

- Alain Pillet, Directeur CARE Burundi
- Chris Necker, Directeur Adjoint Programmes, CARE Burundi
- Tilage N., Distribution Manager, CARE Burundi
- Cyndi Scarlett, Programme Marketing Officer, WV Burundi

TANZANIA:

WFP Staff – Dar Office

- Nicole Menage, Country Director
- Mario Leeftang, Refugee, Resources, Pipeline and Procurement Officer
- Virginia Kamau, Head, Finance and Administration
- Catharina Powell, Head, Logistics

Kigoma WFP Sub Office Staff

- Housainou Taal, Emergency Coordinator and Head of Sub Office Kigoma
- Diane Prioux de Baudimont, Programme officer, Kigoma Sub Office
- Fidel , Transport Clerk, Kigoma Sub Office
- Leonard Makombe, CTS data clerk, Kigoma Sub Office
- Anna Kilala, Secretary/Programme Assistant, Kigoma Sub Office
- Bastian, Log Officer , Kigoma Sub Office
- Salu Delega, Logistics assistant I/c port facilities, Kigoma Sub Office
- Anthselm Balyaruha – Security Assistant, Kigoma Sub Office
- Justus Masalu, Finance and Admin Assistant, Kigoma Sub Office

Kasulu WFP Sub Office Staff

- Ali Bashir Abdi, Head of Sub Office

Ngara WFP Sub Office Staff

- Wilfred Banmbuh, Programme Office and Head, Ngara Sub Office
- Steyne Roggers, OIC, Kibondo Field Office
- William Dalushi, Logistics Assistant, Kibondo Field Office
- Fradius Martin., CTS Clerk, Kibondo Field Office
- Florian Ngali, Programme Assistant, Kibondo Field Office
- Caroline Roberts, Programme Assistant, Kibondo Field Office
- David Chalila, Logistics Officer, Logistics Unit, Ngara Sub Office
- Michael Omo, Finance/Admin Assistant, FAP, Ngara Sub Office
- Rachel Luchwele, Store Keeper, Ngara Sub Office
- Domina Kamarangwe, Programme assistant, Ngara Sub Office
- Dora Shayo, CTS/Data Clerk, Ngara Sub Office
- Esther Binskwijja, Tally Clerk, Ngara Sub Office
- Dominah Rutabingwa, Office Secretary, Ngara Sub Office
- Kahendaguza J. Captain, Driver, Ngara Sub Office
- Eliassa Eustacce, Dirver, Ngara Sub Office
- Kenneth Anacklet, Driver, Ngara Sub Office
- Justas Balamtuma, Driver, Ngara Sub Office
- Happygold John, Programme Assistant, Ngara Sub Office
- Juma Kanis, Logistics Assistant, Ngara Sub Office
- Johnassen Kabaitilaki, Transport clerk/mechanic, Ngara Sub Office
- Bucemo Kueba, ICT Technician, Ngara Sub Office
- Rosemary Tirweshobwa, Programme Assistant, Ngara Sub Office

UN Agencies and NGOs:

Kigoma-Based UN Agencies and NGOs

- Dr. Ebum Egejuru, Ag Coordinator, UNHCR Kigoma
- Ms Veronica Mziya, Community Services Assistant (CSA)
- Isioty Lubuva, Street Children Coordinator, CARITAS
- Kilugala Anthony Coordinator , CARITAS
- Francesca Mijavila,. Field Coordinator, MSF
- Veronica Mziya, CSA, UNHCR- Kigali
- Leonard Soza, Programme coordinator, Kigoma Development Association (KDPA)
- Jane Chagie, Project Manager, TRCS
- Paul Kiumba, Ag field Manager, IRC – Kigoma

Ngara Based UN Agencies and NGOs

- Bahri, UNCHR Coordinator, Kibondo Field Office
- Teddy Rahael, Camp Manager, Kanembwa Refugee Camp
- Cleophas Mubangizi - TRCS, Kanembwa Refugee Camp
- Dr Ngambakubi, I/C TF&SF programmes, UMATI
- Romana Mgata, Nutritionist UMATI, Kanembwa Camp
- Eunia Kiguma, Hospital Matron, Kanembwa Camp
- Rupia Cleophace, Clinical Officer, I/C Kanembwa Health Center
- John Sukili, Senior Store Keeper, TRCS, Lukole A
- Alfred Mbuya, Security Manager, TRCS, Lukole A
- Magembe Pr, Relief Camp Manager, TRCS, Lukole A
- Shehe Bwanga, Team Leader, TRCS, Lukole A
- Fauster Munyangakambi, Matron, NPA
- Dr. Andwele S. Mwansansu, RH Coordinator, NPA
- Dr. Lutta, Medical Officer, Lukole Camp, NPA
- Ruth Sebahene, Gender Officer for NPA, Lukole Camp
- David Blanc, representative, ATLAS Logistic

- Hugues Detetraz, Project Director, JRS-RK
- Shehe Bwanga, Team leader, TRCS
- Badru Amri, Admin/Finance Assistant, UNICEF
- Edmund Rutta, Medical Coordinator, NPA
- Elzaki Eissa Elzaki, Field Officer, UNHCR
- David Chalila, WFP Logistics Assistant
- Leonce N Batondana, Project manager, REDESO
- Wilfred Bamboo, HoSo, Ngara

Kigoma Government Officials

- D. F. Mhalu, Ag Regional Ministry of Home Affairs (MHA) officer, Kigoma region

NAIROBI:

WFP Staff

- Brenda Barton, Regional Information Officer, WFP, Nairobi – Kenya

UN Agencies and Donors

- Charles Main, Emergency Systems Officer, Eastern and Southern Africa Regional Office (ESARO), UNICE, Nairobi Kenya
- Ted Chaiban, Regional Emergency Adviser, Eastern and Southern Africa Regional Office (ESARO), UNICE, Nairobi Kenya
- Valerie Julliard, Head of regional office for the Central and East Africa region, OCHA House, Gigiri Crescent, Nairobi, Kenya
- Fred R. Kessel, Agricultural Attache, U.S. Embassy, Barclays Plaza, Nairobi – Kenya

PARTICIPANTS OF WORKSHOP TO PRESENT AIDE MEMOIRE IN KAMPALA

- Judith Lewis, Regional Director, ODK Kampala
- Nicholas Siwanga, Deputy Regional Director, ODK Kampala
- Kees Tuinenburg, Director, OEDE, WFP/HQ
- Deborah Saïdy, Regional Programme Advisor, ODK Kampala
- Nicole Menage, Country Director, WFP Tanzania
- Mustapha Darboe, Country Director, WFP Burundi
- David Stephenson, Country Director, WFP Uganda
- Ken Davies, Country Director, WFP Uganda
- Amer Doudi, Regional Logistics Officer, ODK Kampala
- Nick Paulson, Logistics Officer, ODK Kampala
- Kennedy Murira, Finance Officer, ODK and GLR
- Bob Barad, Regional TC/IT Officer, ODK Kampala
- Aswini Rai, Ag Logistics Officer, former GLR
- Chris Huddart, Reports Officer, ODK Kampala
- Francesca Erdelmann, JPO Nutritionist, ODK and former GLR
- Damalie Kasana, Pipeline Officer, ODK Kampala, and former GLR
- David Mwesigwa, Programme Officer, ODK Kampala
- Susan Lobo, Programme Assistant, ODK Kampala
- Scott Green, Mission Team Leader, Evaluation Officer, OEDE
- Nina Schlossman, Consultant, OEDE
- John Kirkby, Consultant, OEDE
- Christian Bugnion, Consultant OEDE
- Anthony Esenu, Reg Monitoring and Evaluation Officer, ODK and former GLR

Annex 5

Documents reviewed by the Mission

Materials available:

- Field Operations Guide for Disaster Assessment and Response. Brochure. USAID
- Big Neighbor's Cornmeal Shortage Overshadows Zambia (NYT Article)
- Humanitarian Charter and Minimum Standards in Disaster Response. The Sphere Project 2000
- Acceptability and Use of Cereal-based Foods in Refugee Camps, Case-Studies from Nepal, Ethiopia, Tanzania. Catherine Mears with Helen Young, OXFAM Working Paper. 1998.
- Supplementary Feeding for Mothers and Children: Operational Guidelines. Provisional. WFP. Rome, August 1998.
- UNHCR/WFP Guidelines for Selective Feeding Programmes in Emergency Situations. 1999 (yellow brochure)
- UNHCR/WFP Guidelines for Estimating Food and Nutritional Needs in Emergencies. 1997 (blue brochure)
- Country Strategy Outline – Haiti. Country Strategy Outlines, Agenda item 7. Executive Board Third Regular Session, Rome, 22-26 October 2001.
- From Crisis to Recovery, Policy Issues, Agenda item 4. Executive Board Annual Session, Rome, 18-21 May 1998.
- Log Frame Development Final Report – WFP
- Protracted Relief and Recovery Operations: Guidelines for the Preparation of a PRRO. WFP. 1999
- Midterm Review PRRO 6077, Great Lakes Region.
- WFP Projects to Kenya in brief:

Development:

- Assistance to pre-primary and primary school feeding in arid and semi-arid lands, and assistance to disadvantaged urban children
- Fund for disaster preparedness activities.

Protracted Relief and Recovery Operations (PRRO):

- Food assistance to Somali and Sudanese refugees.

Emergency Operations (EMOP)

- Food assistance to drought-affected people in Kenya
- Assistance to drought-affected people in Rift Valley, North Eastern, Eastern and coast provinces of Kenya.

Special operations:

- Garissa-Dadaab road rehabilitation project
- Emergency road and river crossing repairs in support of Kenya drought EMOP
- Equipment and technical support to Kenya ports authority and Kenya railways corporation
- WFP and Gender Policy
- Monitoring and Evaluation Planning Matrix for Burundi
- PRRO 6077.01 Logical Frameworks for Great Lakes region, Burundi, Rwanda, Tanzania, Uganda (tables)

- Rapid Assessment Procedures (RAP): Addressing the Perceived Needs for Refugees and Internally Displaced Persons through Participatory Learning and Action. Executive Summary. Bill Weiss. John Hopkins University School of Public Health. July 2000.
- Rapid Assessment Procedures (RAP): Addressing the Perceived Needs of Refugees and Internally Displaced Persons in Gulu District, Uganda. Research Report. Stuart Katwikirize, James Odong. September 2000.
- Report on the Nutrition Situation of refugees and Displaced populations. Great Lakes Region. UN Sub-Committee on Nutrition. July 2001.
- Targeted Food Assistance for Relief and Recovery of Refugees, Displaced Persons and Vulnerable Groups in Uganda. Protracted Relief and Recovery Operation – Uganda 6176.00. Projects for executive board approval, Agenda item 7. Executive Board First Regular Session, Rome, 8-10 February 2000.
- Food aid for relief and recovery in the Great Lakes region. Protracted Relief and Recovery Operation – Uganda 6176.00. Projects for executive board approval, Agenda item 7. Executive Board First Regular Session, Rome, 8-10 February 2000.
- Enhanced Food Security through Swamp and Hillside Reclamation and Development – Project Rwanda QAP. Project Summary.
- Uganda WFP Assisted Projects:

Development:

- Vocational training of orphans and street children
- Support to education and adult literacy
- Support to agriculture and marketing

PRRO:

- Targeted food assistance for relief and recovery of refugees, displaced persons and vulnerable groups in Uganda.
- Assistance to Sudanese refugees in Uganda.

Emergency operations (EMOP):

- Assistance to drought-affected persons in Karamoja.
- Assistance to displaced persons in Northern Uganda
- Rwanda WFP Assisted Projects:

Development:

- Support to primary education in food insecure regions of Rwanda
- Support to improved self-reliance for HIV/AIDS
- Enhanced food security through swamp and hillside reclamation and development

PRRO:

- See Great Lakes for regional PRRO operation

Emergency operations (EMOP):

- Assistance to drought-affected persons in Southeast Rwanda.
- Burundi WFP Assisted Projects:

Development:

- Food assistance to Vulnerable Groups at Social Centres

PRRO:

- See Great Lakes for regional PRRO operation

Emergency operations (EMOP):

- Food assistance to re-grouped populations in Burundi.

Social operations:

- Passenger aircraft service in Burundi
- Tanzania WFP Assisted Projects:

Development:

- Support to primary education in drought-prone and pastoralist areas
- Support to food security in drought-prone areas through self-help schemes

PRRO:

- See Great Lakes for regional PRRO operation

Emergency operations (EMOP):

- Assistance to drought-affected persons in Tanzania.
- Summary report of the mid-term evaluation of country programme – Haiti (1998-2002). Evaluation Reports, Agenda item 6. Executive Board Third Regular Session, Rome, 22-26 October 2001.
- WFP Programming Instruments. Information Notes. Executive Board Third Regular Session, Rome, 22-26 October 2001.
- WFP, Food Security and HIV/AIDS. Information notes. Executive Board Third Regular Session, Rome, 22-26 October 2001.
- Summary of Evaluation Recommendations and Management Response – Country Programme – Bolivia (1997-2001). Information notes. Executive Board Third Regular Session, Rome, 22-26 October 2001.
- Country Strategy Outline – Bolivia. Country strategy outlines, Agenda item 7. Executive Board Third Regular Session, Rome, 22-26 October 2001.

Literature Reviewed:

A) Regional Office (Kampala):

- 1998 Achievement report – Rwanda
- 1998 Kigoma Annual Report
- Burundi CO Mid-Year Management Report (January-June 2000) – Regional Office Overview
- Contingency Plan for the Great Lakes Region, October 2000 – WFP Great Lakes Region Contingency Planning Initiative
- CO Management Report (Draft) Reporting Cycle: 1 January-30 June 2000)
- EMOP 5624/02 – Food assistance to the GLR
- EMOP 5624/03 – Food assistance to the GLR
- Final report – Food aid for relief and recovery operation in the GLR PRRO 6077.00
- Food Security – Nutrition, Agriculture and Environment
- Handbook – Rations for Vulnerable Group Feeding Programmes
- La situation nutritionnelle au Burundi
- Mid Term Review of the PRRO 6077.0 Great Lakes Region, Kampala 18 August, 2000
- Mid-Year & Annual CO Management Report (Pro-format – Draft)
- Mission report to Strengthen WFP's Process monitoring and Impact Evaluation in the GLR
- PRRO 6077.00 Project Document, - Food Aid and Relief in the Great Lakes Region, 17 December 1998

- PRRO 6077.01 (10062.00) Project Document, - Food Aid and Relief in the Great Lakes Region, 20 December, 2000
- Regional Office, Mid Year Management Review (January – June 2000)
- Rwanda Annual Report – 2000
- Rwanda Country Office: Mid Term Management Report (January –June 2000) – Regional Office Overview
- Strategic Humanitarian Coordination in the Great Lakes Region, 1996-1997. An independent Assessment (initial Draft) by Sue Lautze - Tufts University, Bruce Jones - London School of Economics, and Mark Duffield –University of Birmingham, January 10, 1998.
- Tanzania CO Mid-Year Management Review (January-June 2000) – Regional Office Overview
- FFW Beneficiary Profile (Feb/March 1998)
- Report of JFAMs – PRRO 6077 (Assistance to Congolese and Rwandese Refugees in Uganda)
- Gikongoro Targeted Distribution Beneficiary Profile
- Guidelines and Format for Completing COR
- Preparation notes for FEA and workshop in Gitega PProvince – SCF and WFP Burundi
- Briefing Paper - JFAM for the refugee operation in Tanzania – 2000
- Project Appraisal
- Regional PRRO timeline for Rwanda – July 1998-Feb 2002
- Summary recommendations for the 1998 WFP/UNHCR JFAM Tanzania
- Rwanda CO FFW programmes in Rwanda
- Report of JFAM – PRRO 10062.0 (Assistance to congolese and Rwandese Refugees in Uganda)
- FFW Guidelines
- Nutrition Briefing notes on Status of Nutrition in the Great Lakes Region
- Briefing notes on Status of CO Gender Action Plans, Activities and Progress in Achieving Commitments to Women in the GLR
- Briefing paper on Status and Plans for VAM activities in the GLR

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- Tanzania PRRO Timeline
- SITREPs
- MoUs

Annex 6
Checklist for Meeting the Commitments to Women

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of PRRO Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Commitment I: Provide Direct Access to Appropriate Food for Women					
◆ Does the PRRO make a real effort to get food into the hands of women, e.g. through women's ration cards?	In Uganda 50-60% and in Tanzania 60% of the recipients are women. The distance to distribution centres, insecurity and the weight of the rations may reduce the number of women collectors so that the 80% target is not generally met. The presence of women on Food Committees helps to ensure the presence of women on the beneficiary lists		X		
◆ Do the PRRO activities address micronutrient deficiencies amongst women and children?	To an extent. All WFP programmes supply certain micronutrients such as vitamin A, iron and iodine. Selective feeding programmes, which target pregnant and nursing women and under 5s provide rations such as CSB, UNIMIX and CSM which are already fortified with vitamins B, D and other micronutrients. Those who have access to sufficient land (not all have this) may be able to produce a range of vegetables		X		
◆ Do the PRRO activities consider local cooking and eating habits?	Varies. Beneficiaries generally prefer beans to peas but are not always able to acquire them. It is not possible to fine-tune to all desires such as the Congolese wish for fish or the preference for palm oil rather than vegetable oil			X	
◆ Have women been consulted in determining the food basket?	The food basket is standardised and influenced also by the availability of commodities. There have been some small modifications in relation to beneficiary wishes but there have been few significant inputs from women				X
◆ Are female-headed households given special attention because of their greater poverty and time constraints?	In needs assessments HFEA teams identify female headed households as a vulnerable category and this favours them for targeting in most cases. The targeting is related to their poverty but not specifically to time constraints		X		
◆ Does the PRRO make an effort to reduce the security and/or health risks women face when collecting food?	Security risks are greater in the collection of fuel wood (a food-related issue). The location of decentralised distribution points takes into account the wish to provide rations near beneficiaries' homes. Women may still have difficulty in transporting heavy rations over considerable distances		X		

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of PRRO Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making					
◆ Does the PRRO address women's strategic needs, i.e., use an approach that challenges traditional gender roles and empowers women? Describe how.	WFP makes efforts to secure women's places on food committees and food distribution committees, and as food group leaders, achieving the target of 50% plus in most cases and occasionally with 100% women membership. WFP also attempts advocacy for women. In some meetings women were able to address forcibly some of the issues of great concern for them, particularly in terms of physical security		X		
◆ Does it address gender relations? Does it bring men into the dialogue around the issues of women's status?	This occurs in a number of ways, though with the problem of a tradition of "voiceless" women to overcome and with a problem of female illiteracy. Food committees and food distribution committees with male and female membership are for a for some dialogues. The intention and action are there but achievements are limited by traditional attitudes			X	
Commitment III: Take Positive Action to Facilitate Women's Equal Access to Resources, Employment, Markets and Trade					
◆ Are PRRO resources deliberately targeted to women and girls where there is a big gender gap, i.e. of 25%? ¹ What is done?	There is targeting of women through FFW, where the mission saw that there was a clear preponderance of women (a reflection of employment of last resort perhaps) Supervisory jobs though were mainly to men. In Burundi in the school feeding programme, girls are to be prioritised.		X		
◆ Does the PRRO have incentive programs to address the gender gap in primary education? What are they?	Not applicable in Rwanda and Tanzania. In Burundi this will be addressed in school feeding. In Uganda the proportion of girl pupils is increasing but the main gap is in secondary education		X		
◆ Do women participate in FFW? As labourers or also as decision-makers? Do they control the assets created?	Yes but very much as labourers and with little influence on the planning phases or in relation to resource allocation. It is suggested that women controlled assets in the early phase in Burundi, but there was little evidence of women controlling assets and in a "widows" project in Rwanda it was noted that a significant number of participants and, one suspects, controllers were men				X
◆ Is there any opportunity in the PRRO for women to learn new skills through FFT for greater development sustainability?	Yes, to a small extent though not presently applicable in Burundi and only to a limited extent in Tanzania. In Uganda the frustration of limited opportunity to sell the acquired skills was noted			X	

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of PRRO Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
◆ Does the PRRO engage in advocacy on behalf of women? For gender equity? To leverage resources for partnership work?	The frequent mention of women's interest implies advocacy, or at least positive discrimination in favour of women. MoUs mention this aspect and targets for female participation are set and monitored. Gender focal points are active within WFP, though further efforts are needed within beneficiary communities.		X		
Commitment IV: Generate and Disseminate Gender-Disaggregated Data for Planning and Evaluation					
◆ Are the M&E systems used in the PRRO sensitive to gender? Explain how.	Yes. Quantitative gender data is standard in M and E . Sitreps report quantitative data on gender. Some partners have been trained in qualitative monitoring of gender issues		X		
◆ Is qualitative information sensitive to gender also collected?	To a lesser extent than quantitative. This is partly a general problem of an over-emphasis on numerical data in reporting and part of a growing problem of unselective over-reporting. A critical examination of reporting needs (as in Uganda) and further training (as in Burundi) would help strengthen this important aspect			X	
◆ Does the PRRO look at inputs, outputs outcomes and impact from a gender perspective?	This has been incorporated in the logframe and is included in Gender Action Plans and Annual Reports. There have been improvements in performance during the PRRO. In Rwanda there has been a gender Impact Study, with post distribution monitoring and beneficiary profile monitoring		X		
Commitment V: Improve Accountability of Actions Taken to Meet the Commitments					
◆ Are WFP staff managing the PRRO held accountable for meeting the Commitments to Women and mainstreaming gender? How?	Yes, to an increasing extent. In recruitment, through mandatory training on commitments to women, individual work plans, targets on gender action and as part of performance assessment		X		
◆ Is the Gender Focal Point given sufficient authority to influence decision making with regard to the PRRO? Support?	Increasingly so and the role is now better defined. GFP contribute to critiques of logframes, MoUs, reporting formats and participate in trainings, though some have other responsibilities. Support from the Bureau has been valuable.		X		
◆ Are implementing partners held accountable for meeting the Commitments to Women and mainstreaming gender? How?	Yes through MoUs, and with sensitisation and monitoring of performance		X		

Annex 7

Estimation of Target Beneficiaries Reached and Targets Achieved by Programme Component and Country *

Type of Distribution	Burundi****				Rwanda				Tanzania				Uganda			
	Jan-02 (Summary form)	Jan-02 Statistics	Proposed in PRRO	Percent Target Achieved	Jan-02 (Summary form)	Jan-02 Statistics	Proposed in PRRO	Percent Target Achieved	Jan-02 (Summary form)	Jan-02 Statistics	Proposed in PRRO	Percent Target Achieved	Jan-02 (Summary form)	Jan-02 Statistics	Proposed in PRRO	Percent Target Achieved
General Food Distribution	N/A	4,106	1,000	410.6	32,448	36,260	29,000	125.0	505,927	506,073	472,500	107.1	23,000	23,000	24,421	94.2
Targeted food distribution*	N/A	29,731	175,000	17.0	N/A	0	0	N/A	N/A	6,469	1,000	646.9	N/A	420	0	N/A
Supplementary food distribution**/****	0	32,583	62,000	52.6	18,497	7,989	28,550	28.0	41,227	41,801	25,000	167.2	5	5	0	N/A
Therapeutic feeding	1,100			N/A	507			N/A	749			N/A	0	0	N/A	N/A
In-hospital feeding	1,100	1,100	1,000	110.0	0	3,051	0	N/A	1,398	3,309	2,500	132.4	0	0	N/A	N/A
Food-for-work	0	0	50,000	0.0	1,000	39,713	100,000	39.7	0	41	10,000	0.4	0	0	N/A	N/A
Food for training	0	0	0	N/A	N/A	1,101	5,000	22.0	0	218	0	N/A	0	0	N/A	N/A
Institutional feeding (School feeding in Burundi)	N/A	0	60,000	N/A	N/A	0	0	N/A	N/A	21,971	0	N/A	N/A	0	N/A	N/A
Seed protection	N/A	40,029	60,000	66.7	N/A	0	0	N/A	N/A	0	0	N/A	N/A	0	N/A	N/A
Total	2,200	107,549	409,000	26.3	52,452	88,114	162,550	58.2	549,301	579,882	511,000	113.5	23,005	23,415	24,421	95.9

^In the January 2002 statistics, supplementary and therapeutic feeding were grouped together. For the purposes of calculating % Target Achieved, they are grouped together

* Targeted food distribution in Uganda is for Extremely Vulnerable Individuals (EVIs) approximately 400 in number

** Beneficiaries of Therapeutic feeding within hospitals

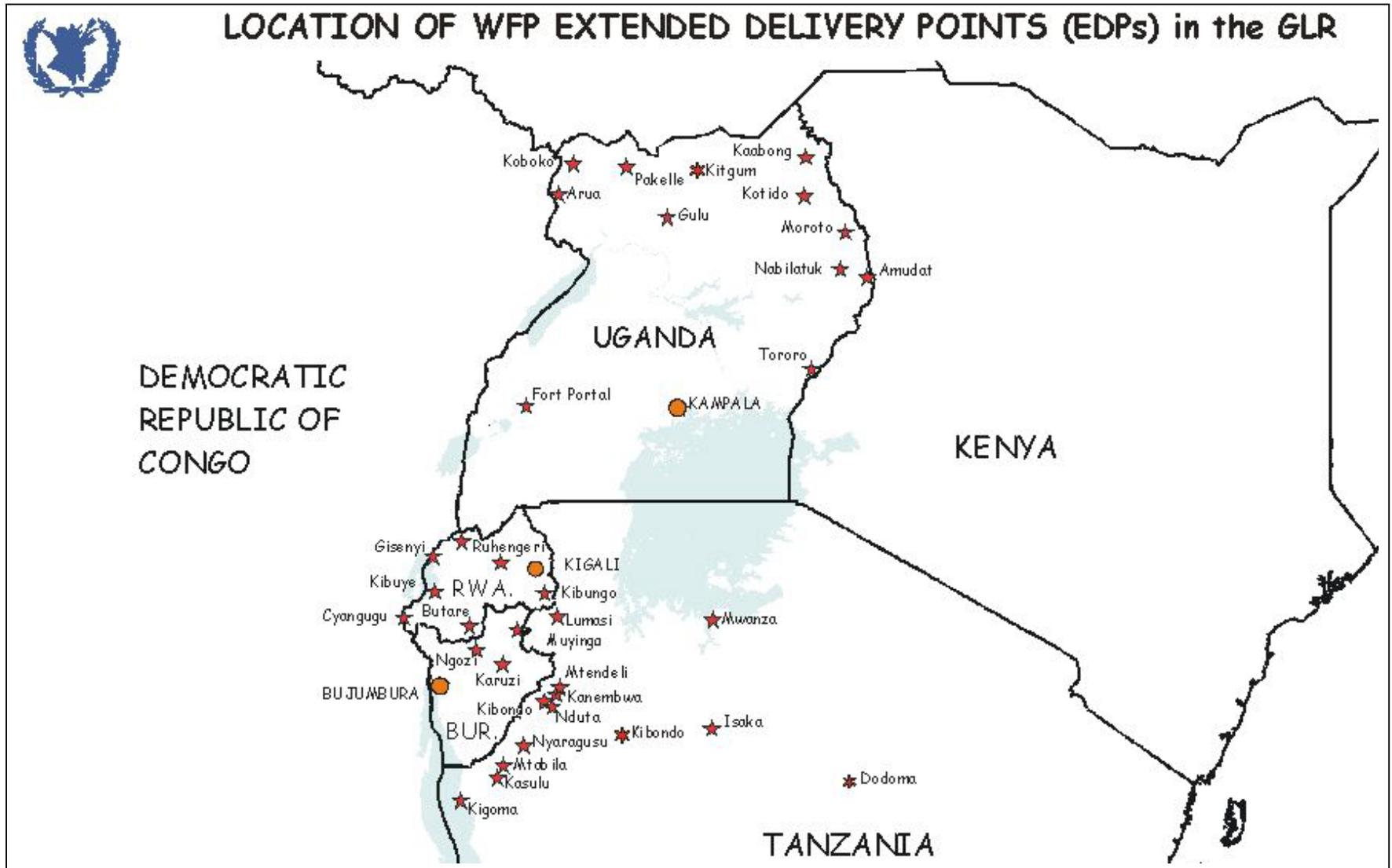
*** Please note that the figure provided on the Tanzania supplementary food distribution table in red, includes; SFC, TFC, pregnant and lactating mothers.

Yellow cells show >100% target achieved while Green cells show <100%

**** 12,500 returnees not included

* Cells in dark grey (green on electronic version) show percentage of target achieved below proposed levels; cells in light grey (yellow) indicate percentage target achieved above proposed levels.

Map 1



Map 2

COUNTRY: BURUNDI

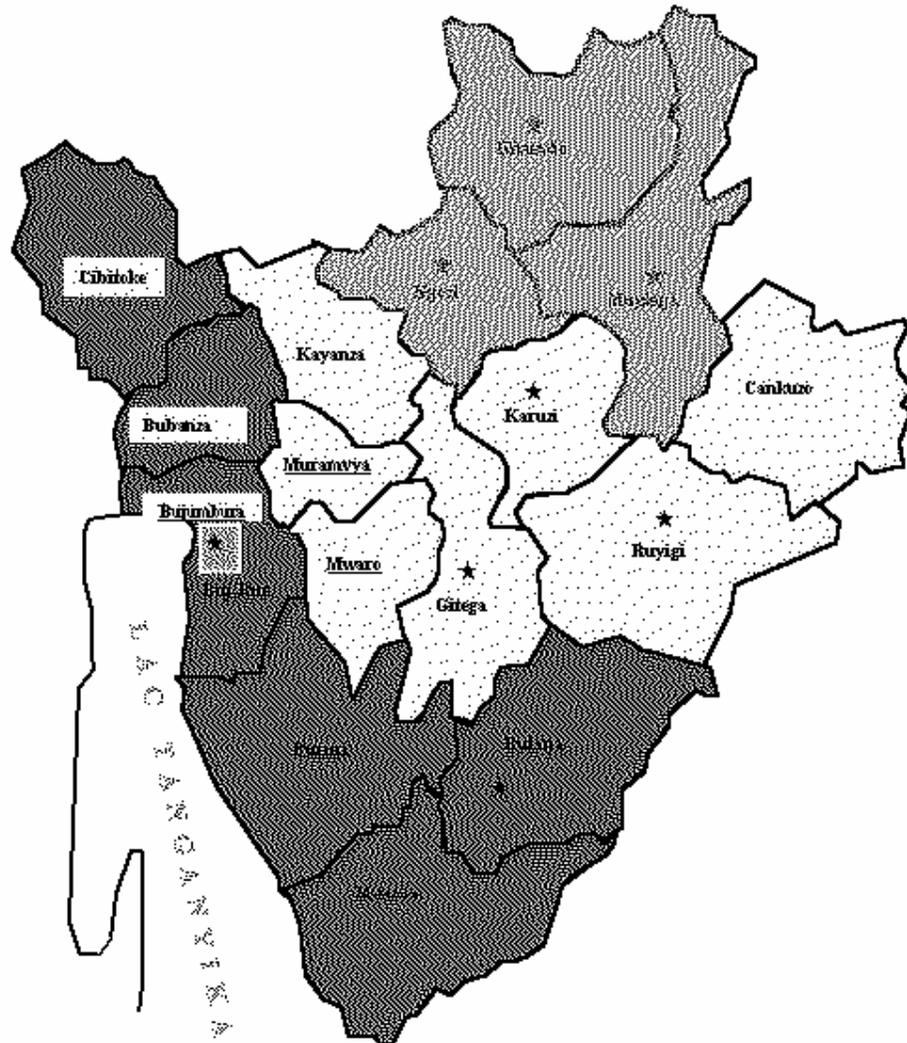
SECURITY PHASES BY PROVINCE

DEPLOYMENT OF INTERNATIONAL STAFF AUTHORIZED WITH THE PRESENCE OF:

• A REGIONAL FSO • AN AREA SECURITY COORDINATOR

Areas under Phase III

NO DEPLOYMENT OF INTEL FOR NATIONAL STAFFS **DEPLOYMENT OF NATIONAL STAFF AUTHORIZED**



Map 3

