

Project Country, Number/Title	Protracted Relief and Recovery Operation (PRRO) Liberia 10821.0, Food Assistance in the Transition from Recovery to Sustainable Development in Liberia
Duration	1 September 2009 - 31 August 2011
Number of beneficiaries	660,000
WFP food tonnage	30,784 mt
WFP Food cost	US\$ 14,092,852
Total cost to WFP	US\$ 39,838,729

EXECUTIVE SUMMARY

Five years after a destructive 14-year war, formidable challenges still hinder Liberia's drive to recovery. Poverty is pervasive while food insecurity and malnutrition are widespread. Maternal and child mortality rates are staggering and the gross enrolment ratio indicator, as per the 2008 Human Development Report, ranks Liberia 147th out of 157 countries. The very complex operational environment, characterised by management and logistics obstacles and inadequate staff capacity, undermine the Government's ability to take the lead in addressing these challenges, necessitating a continuation of recovery-focused interventions in order to lay a foundation for sustainable development in Liberia.

A high food price impact assessment in June 2008 found that severe food insecurity in greater Monrovia more than doubled since 2006, with direct consequences on the nutritional status of women and children. Nevertheless, rural food insecurity is still markedly higher than in urban areas, as indicated in both WFP and government reports in 2006 and 2008. Some 19.6 percent of rural households have poor food consumption compared to 7.5 percent in urban Liberia. Nationally, food insecurity remains high with 35 percent of all Liberians having borderline food consumption, and 14 percent considered highly food insecure as a result of poor food consumption or dietary diversity.¹

While the price of rice, Liberia's staple food, stabilized in November 2008, it has remained well above the levels of 2007, and an increasing price trend has started in the rural areas beginning March 2009. Such increases in rice prices, occurring in the period immediately after the harvest, are unusual in Liberia and signal continued market volatility.

The objective of this PRRO is to contribute to Liberia's ongoing transition recovery by rebuilding rural livelihoods, reducing malnutrition, and strengthening national capacities to reduce hunger. The PRRO will pursue this objective through four major areas: livelihood asset rehabilitation; school feeding; nutrition interventions; and capacity-building, including local purchase through Purchase for Progress (P4P). These activities

¹ Classification is based on the standard WFP VAM food consumption analysis, which uses a food consumption score (indicator of food frequency and dietary diversity) as a proxy for calorie consumption.

of the PRRO support WFP Strategic Objectives 3, 4, and 5, and Millennium Development Goals (MDGs) 1 to 6, and are in line with WFP's Gender Policy approved by the Executive Board in February 2009.

The Government launched a Poverty Reduction Strategy (PRS) in mid-2008, incorporating key elements of the National Food Security and Nutrition Strategy through two of the four PRS pillars: Pillar II (revitalizing the economy) and Pillar IV (rehabilitating infrastructure and delivering basic services). This PRRO directly supports both pillars. The Government's growing technical and financial capacity is expected to enable WFP to begin a hand over of activities and to start laying the groundwork for development programming from 2011.

1. SITUATION ANALYSIS AND SCENARIOS

1.1 The overall context

- 1.1.1 After 14 years of conflict, Liberia now enjoys relative political stability and improved security. The Government's efforts, coupled with international political, financial and military support, have led to the restoration of civil authority throughout the country and the beginning of economic recovery. However, as a 'Fragile State'², Liberia continues to face particularly severe development challenges, such as weak institutional capacity and issues of governance.
- 1.1.2 The current population is 3.5 million, with an annual growth rate of 2.1 percent.³ Some 39 percent of Liberians live in urban communities above 5,000 inhabitants, with three-quarters of them residing in Monrovia.
- 1.1.3 Liberia is one of the poorest countries in the world, with a per capita GDP of US\$132 in 2008; it is ranked 176th out of 179 countries in the Human Development Report of 2008. The 2007 Core Welfare Indicator Questionnaire (CWIQ) found that 68 percent of rural and 55 percent of urban populations live on less than one US dollar per day.
- 1.1.4 The country is particularly vulnerable to economic shocks and fluctuations in international market prices for agricultural commodities. Liberia is a low-income-food-deficit country which relies heavily on food imports to meet its consumption needs. The global crisis of soaring food prices during 2008 worsened the already high levels of food insecurity in the country and increased the risk of malnutrition for certain vulnerable groups, such as children under 5 and pregnant and lactating women. The price of rice, the nation's staple food, increased by more than 60 percent from May 2007 to December 2008. The price of rice has been relatively stable since November 2008 (the start of harvesting), but has remained well above the levels of a year ago, and unlike the previous three years, an upward movement in the rice price has already started in the rural areas beginning March 2009.
- 1.1.5 The impact of the on-going global financial crisis has also started unfolding in Liberia through a slowdown in export trade and the flow of remittances. Falling international prices of rubber,⁴ which constitutes the bulk of Liberia's exports, and minerals, are having negative repercussions on the economy, including job cuts in the rubber and mining sectors⁵. According to the ECOBank, a leading commercial bank in Liberia, the total amount of remittances to Liberia through its various branches was lower in late 2008 than in the same period in 2007.
- 1.1.6 The 2008 Liberia and Greater Monrovia Food Security and Nutrition Surveys (LFSNS) found that 86 percent and 83 percent of boys and girls, respectively, of primary school age (6-11) were attending school in rural Liberia. This represents an improvement of nearly 20 percent over 2006 figures. However, the net

² World Bank List of Fragile States 2007

³ Liberia's Population and Housing Census 2008

⁴ World Bank (2008), Global Economic Perspectives: Commodities at crossroads.

⁵ Recent editions of various local newspapers have included news about job cuts by Metal Steel and Firestone - Liberia's main companies for iron ore and rubber respectively.

enrolment of primary school-age children remains low at 45 percent for boys and 42 percent for girls. The gross enrolment ratio ranks Liberia 147th out of 157 countries in the 2008 Human Development Report. According to the Government's 2008 school census report, the national gender gap is 12 percent in rural primary school enrolment, but can be as high as 20 to 30 percent in some counties.

- 1.1.7 Since 2004, the Government and partners, including WFP, have facilitated the return and resettlement of some 121,000 refugees mainly from neighbouring countries including Sierra Leone, Guinea, Ivory Coast, Ghana and Nigeria and 326,000 internally displaced people (IDPs). In 2008, more than 9,400 Liberian refugees returned.

1.2 The food security and nutrition situation

- 1.2.1 During the civil war, most farm families abandoned their farms, and production declined, markets collapsed and infrastructure was destroyed. Liberia is now dependent on imports, particularly its staple food, rice, of which approximately 60 percent of needs are imported.
- 1.2.2 According to the 2008 country-wide Liberia and Greater Monrovia Food Security and Nutrition Surveys (LFSNS), nearly 50 percent of households have inadequate access to sufficient and nutritious food, with 14 percent classified as severely food insecure, and 35 percent as highly vulnerable to food insecurity. There are also important geographical disparities and seasonal variations.
- 1.2.3 The rural population faces both chronic and transitory food insecurity and vulnerability is highest during the lean season (June to September). Chronic food insecurity is concentrated in counties within the south eastern region; the inter-related casual factors of food insecurity include geographic isolation, limited market access, poor infrastructure and chronic poverty. Transitory food insecurity, however, is prevalent in northwest and central regions, which were once the 'bread baskets' of Liberia. These farmers face huge challenges in rehabilitating their infrastructure and increasing production. The challenges include seasonal food insecurity, huge labour demands beyond household capacity, a lack of capital, flooding, pest damage, high post-harvest losses, a lack of technical knowledge and poor roads. Women farmers face additional constraints, including a lack of access to productive resources such as land, credit and extension services. Furthermore, the recent and devastating caterpillar attacks illustrate how crop pests (insects, diseases) can threaten food security and increase vulnerability, given the limited coping capacity of the population. Experts contend that such attacks are likely to reoccur over the coming years.
- 1.2.4 Malnutrition is widespread due to food insecurity, inadequate health services, poor water and sanitation, high illiteracy rates among women and teenage motherhood. Acute malnutrition among children under 5 is 7.5 percent. The prevalence of stunting is 39.4 percent and surpasses the critical 40 percent threshold in 9 out of 15 counties. Acute malnutrition rates are higher in urban areas, with rates of 8.7 versus 6.9 percent in rural areas, but chronic malnutrition

is higher in rural Liberia, with 43.2 percent compared to 30.6 percent.⁶ Urban acute malnutrition, which is being addressed by a range of partners, is primarily attributed to underlying factors such as food insecurity, limited access to safe drinking water and sanitation and poor child feeding practices, particularly among slum dwellers and over-crowded urban communities.

- 1.2.5 No recent data is available with regard to micronutrient deficiencies. The most recent survey found 59 percent of non-pregnant women aged 14-49 years and 62 percent of pregnant women had iron deficiency anaemia with no regional differences. (MOHSW/UNICEF 1999). Young women aged 14-19 years were also at higher risk of anaemia and 87 percent of children aged 6-35 months were anaemic. Children whose mothers were anaemic or teenagers were at higher risk of anaemia.
- 1.2.6 HIV prevalence is relatively low, estimated at 1.5 percent nationally, but is as high as 2.8 percent for urban women 15-49 years of age.⁷ The prevalence of tuberculosis (TB) is 447 per 100,000, with approximately 10,000 new cases identified each year. Some 87 percent of persons with active TB belong to the economically productive age group (15 - 54 years).

1.3 Scenarios

- 1.3.1 The most likely scenario for this PRRO is a slow but continuous improvement in general socio-economic conditions and a consolidation of the peace process. Macro-economic and social indicators are expected to improve along with the rehabilitation of the agricultural sector.
- 1.3.2 Risk factors are political and economic shocks (price fluctuations for food and non-food commodities), potential turmoil around the 2011 elections, a reoccurrence of pest invasions, weak government institutional capacity across all sectors and possible spill over of potential conflicts in Guinea and Cote d'Ivoire.

2 POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

2.1 Policies, capacities and actions of the government

- 2.1.1 The Government launched a Poverty Reduction Strategy (PRS) mid-2008, and with the UN, developed the joint food security and nutrition programme (July 2008 - June 2011), which contributes to all four pillars of the Government's PRS. A National Food Security and Nutrition Strategy is also incorporated in the PRS. The national strategy will be supported by a Food Security and Nutrition Monitoring System (FSNMS), which will collect and analyse food security and nutrition outcome data from three distinct sources: government line ministries' M&E systems, as well as market and household-level surveillance systems. This PRRO will directly support pillars two and four of the PRS and will complement

⁶ Liberia Demographic and Health Survey, 2007

⁷ Liberia Demographic and Health Survey, 2007

the joint programme as part of the UN's response to the Government's appeal for greater coordination and partnership in food security and nutrition.

- 2.1.2 The Government has responded to the high food price crisis by ensuring adequate food supplies, increasing domestic production, and assisting the most vulnerable populations through a scale-up of safety net programmes such as school feeding, a reduction of tariffs on imported rice and a raising of the profile of food security and nutrition in its Poverty Reduction Strategy.

2.2 Policies, capacities and actions of other major actors

- 2.2.1 As part of the United Nations coordinated effort in support of the National Food Security and Nutrition Strategy, FAO provides agricultural inputs and training on agro-processing. UNDP is supporting the construction of storage warehouses, drying floors and market centres. UNICEF provides ready-to-use therapeutic foods, medical supplies and technical assistance for health and nutrition interventions. The UNDAF 2008-2012 provides an overarching framework and sets out the programmatic response of the United Nations to Liberia's national development strategy as defined in the Poverty Reduction Strategy. The UNDAF outcomes comprise: peace and security; equitable socio-economic development; good governance and the rule of law; education and health; and HIV/AIDS prevention, treatment, care and support. National food security and nutrition interventions are covered under the second UNDAF outcome of socio-economic development.

2.3 Coordination

- 2.3.1 The UN has set up a Strategic Policy Group (SPG), chaired by the SRSG, and comprising all UN Agencies and UNMIL, which serves as a forum for policy discussions and helps harmonize UN interventions. The UN Country Team consists of 16 UN Agencies, Funds and Programmes and the World Bank. At sub-national level, coordination is assured through County Support Teams and Joint Offices to increase efficiency at the field level. The Joint Offices in Voinjama (Lofa County) and Zwedru (Grand Gedeh) are currently operational.

3 OBJECTIVES OF WFP ASSISTANCE

- 3.1 The main objective of the PRRO is to contribute to the transition from conflict by restoring and rebuilding rural livelihoods, reducing malnutrition and strengthening national capacities to reduce hunger. The PRRO, which addresses three Strategic Objectives (SO) 3, 4 and 5, and MDGs 1 to 6, will:
- support the re-establishment of food security, livelihoods and the human capital of communities and families in their transition from 14 years of conflict;
 - improve nutritional status and break the inter-generational cycle of malnutrition targeting pregnant/lactating mothers and children under 2 years, and assist People Living with HIV on ART and TB patients on Directly Observed Treatment Short-course (DOTS);

- strengthen the capacity of national and sub-national institutions to design, manage and implement tools, policies and programmes to monitor food security and reduce hunger

4. WFP RESPONSE STRATEGY

4.1 Nature and effectiveness of food-security related assistance to date

- 4.1.1 Between January 2001 and June 2007, WFP supplied more than 228,000 tons of food to Liberia. Since the cessation of large-scale hostilities in 2003, WFP has gradually shifted its focus from emergency relief to recovery. Under PRRO 10454.0 (July 2007 to June 2009), support is provided to: school feeding in counties with transitory food insecurity (71 percent), food for work under the Food Support to Local Initiatives [FSLI] activities (14 percent), nutrition and HIV/AIDS programmes (14 percent), and general food distributions to Ivorian refugees living in camps (1 percent). WFP is also implementing a development project (DEV 10733.0 - September 2008 to August 2011), focusing on school feeding in the five chronically food insecure counties in the southeast. In 2009, WFP will pilot a Purchase for Progress (P4P) initiative, which will be closely linked to the PRRO. With the support of P4P, WFP will purchase a limited quantity of locally produced rice directly from smallholder farmer groups for use in the school feeding component of the PRRO. This will be linked with training in post-harvest handling and storage, improved marketing skills and other food quality initiatives. Opportunities for a gradual expansion to procure other food crops will be explored.
- 4.1.2 Since early 2006, WFP has assisted the Government to conduct two urban and two rural Food Security and Nutrition Surveys (2006/2008), two crop assessments (2006/2008), the Liberia Market Review (2007), a High Food Price Impact Assessment (2008) and a feasibility study to assess the potential for local purchases (2008). Through these, WFP has been imparting skills and building Government capacity to conduct such studies on its own. WFP has also supported the formulation of a National Food Security and Nutrition Strategy and the Government/UN Joint Programme for Food Security and Nutrition, and is actively involved in related capacity building activities for WFP and partner staff.
- 4.1.3 An external evaluation of PRRO 10454.0 in November 2008 found that the school feeding programme had played an important role in encouraging the return and resettlement of displaced persons and revitalizing the post-conflict education system, especially in rural area. For the new PRRO, the evaluation recommended:
- ⇒ School feeding: targeting the most food insecure counties while phasing-out assistance in Greater Monrovia as a result of an improvement in conditions;
 - ⇒ Nutritional interventions: focusing on prevention of chronic malnutrition;
 - ⇒ Food Support to Local Initiatives: greater focus and a reduction in the variety of activities supported to increase impact; and,

⇒ General food distributions: a phase-out, as refugees integrate into local communities.

4.2 Strategy outline

4.2.1 Activities under the PRRO will focus mainly on rural population groups in the transitory food insecure counties in northwest and central Liberia.⁸

4.2.2 The PRRO follows a four-pronged approach:

⇒ Safety nets:

- Lean season safety net distributions to mitigate the impact of high food prices on vulnerable rural households and prevent a depletion of assets. Given restricted market access and Liberia's high dependency on rice imports, WFP will use schools as a platform to distribute lean season safety net family rations targeting districts in the most food insecure counties as identified by the 2008 LFSNS and confirmed through the national food security monitoring system.
- School feeding in areas of transitory food insecurity: School feeding in areas of transitory food insecurity to support the rehabilitation and recovery of primary school education. Girl's take-home rations will also be implemented to reduce the gender gap (school feeding in chronically food insecure areas will continue under the development project 10733.0).

⇒ Food security and livelihoods support activities in the northwest and central counties through livelihood asset rehabilitation:

- Food for work support will be provided to smallholder farmers to rehabilitate agricultural assets including smallholder irrigation structures and related community infrastructure such as roads, with a focus on rice production. This component will support the P4P initiative to increase productivity and incomes through the direct purchase of rice. While rice production in Liberia remains inadequate to meet national requirements, at sub-national level, several districts are already producing surpluses beyond local needs. Livelihood asset rehabilitation, along with P4P, will enable poor households and communities to achieve sustainable increases in rice production through the rehabilitation of farmlands and improved access to markets. The focus will be on households who have not been able to expand their cultivated areas beyond one hectare due to poverty. The P4P baseline assessment in April 2009 will guide targeting. Particular

⁸ Liberia Comprehensive Food Security and Nutrition Survey 2008 has shown that rural areas are the main areas of need rather than the urban areas as this is where IDP and returnees have settled, and where service provision is the poorest.

attention will be given to women and female-headed households (FHH), identified among the most vulnerable groups by the 2008 Liberia and Greater Monrovia Food Security and Nutrition Surveys (LFSNS).

⇒ Nutrition interventions that mark a shift from addressing only acute malnutrition to also preventing chronic malnutrition by improving the nutritional and health status of targeted beneficiaries and breaking the cycle of malnutrition:

- The programme will focus nutrition interventions (MCHN, Supplementary Feeding, and support to therapeutic feeding caretakers) in counties with critical⁹ malnutrition rates. Under the MCHN activity, moderately malnourished pregnant and lactating women will receive a supplementary food ration from the time of registration up to 6 months after delivery. Their children will then continue to receive a food ration from 6 to 24 months. Special attention will be given to pregnant teenagers (15-19 years). Children 6-59 months who are suffering from moderate acute malnutrition will be targeted through the Supplementary Feeding Programme (SFP), while caretakers of therapeutic feeding programmes managed by the NGO ANDP will also be assisted.
- Guided by the National Strategy Framework for People Living with HIV, WFP will provide 21,000 food insecure ART and TB patients on treatment in all 15 counties with the objective of facilitating access to health and nutritional recovery.

⇒ Building Government capacity to monitor food security and manage hunger programmes, including local purchase:

- WFP will reinforce Government's capacity to assess, monitor and respond to food insecurity. This includes assisting the Government to put in place a market price data collection system piloted jointly with FAO, as well as capacity in data collection and analysis at the sub-national level.
- Through the P4P initiative, WFP will help connect small-scale farmers to markets by purchasing rice surpluses produced by smallholder farmers for use in the girl's take-home activity of the school feeding programme.

4.2.3 The PRRO is designed within the framework of the Poverty Reduction Strategy (PRS) 2008-11 and is in line with the UNDAF 2008-12. The PRRO and the development project 10733.0 (2008-2011)¹⁰ will be periodically reviewed to ensure maximum synergy.

⁹ 'critical', as per the WHO classification, refers to chronic malnutrition rates above 40 percent.

¹⁰ The Development Programme provides school feeding to 62,000 primary school children in the chronically food insecure counties in the southeast of Liberia.

4.3 Handover strategy

- 4.3.1 The Government's growing technical and financial capacity to address food insecurity and manage safety net programmes should enable WFP to initiate a phased handover to the Government from 2011.
- 4.3.2 For targeted livelihood support under the PRRO, the first twelve months of interventions will give focus to activities linked to the pilot P4P initiative in selected districts in the three P4P counties (Bong, Nimba and Lofa). This will be expanded to additional districts in the second year. Support will be phased out at the end of each farming season to farmers rehabilitating infrastructure, and after two farming seasons to those developing primary swamps.
- 4.3.3 WFP and the Ministry of Education (MOE) are exploring modalities for a gradual handover of the school feeding activities, which are expected to be agreed in 2009. During the first phase, the MOE will take over monitoring and reporting, and during the second phase the MOE will assume increased responsibility in programme management, while WFP continues its logistics support (trucking and warehousing) to the operation.
- 4.3.4 For nutrition intervention activities, the strategy will focus on a gradual strengthening of the capacity of the Ministry of Health and Social Welfare's (MOHSW) Nutrition Unit and MCHN staff through training and capacity building, as well as through the provision of equipment (computers, nutritional training materials, stationary, etc.) to county health teams. However, further long-term support will be required in order to support the Government in the management of health and nutrition interventions.
- 4.3.5 WFP will collaborate with UN partners and donors on the National Food Security and Nutrition Monitoring System and develop the Government's institutional capacity to run the system.

5 BENEFICIARIES AND TARGETING

- 5.1 The PRRO will cover four groups of interventions: (1) lean season feeding and school feeding, (2) livelihood asset rehabilitation, (3) nutrition interventions, and (4) capacity-building activities. Each type will have geographic and individual targeting criteria. Geographic targeting, as shown in Table 1, below, will be determined by the Liberia and Greater Monrovia CFSNS (2006/07) and the Greater Monrovia/Liberia Food Security and Nutrition Surveys (2008/09).

Table 1: Food Security Analysis and Programme Intervention by County

County	Food Consumption Level (%)			Food Consum. Score	Type of food insecurity	Stunting Rate (%)	Programme Intervention				
	Poor	Borderline	Acceptable				Lean Season Safety Net School Feeding	School Feeding Livelihood Asset Rahab/P4P	Livelihood Asset Rahab/P4P Lean Season Safety Net	Nutrition interventions addressing chronic malnutrition - >40% (MCHN, SFP, etc)	TB/ART
Rivercess	56	25	19	27.1	High Transitory	41	x	x		x	x
Bong	22	58	20	32.1	High Transitory	43	x	x	x	x	x
Grand Bassa	37	32	31	34.0	High Transitory	44	x	x		x	x
Nimba	21	40	39	37.0	Medium Transitory	45		x	x	x	x
Gbarpolu	6	51	43	38.4	Medium Transitory	30		x			x
Lofa	5	51	44	38.9	Medium Transitory	31		x	x		x
Bomi	21	32	47	39.4	Medium Transitory	44		x		x	x
River Gee	22	65	13	30.4	Highly Chronic	46		Development		x	x
Grand Kru	14	62	24	33.3	Highly Chronic	47		Development		x	x
Grand Gedeh	24	43	33	35.6	Highly Chronic	39		Development			x
Maryland	5	51	44	40.6	Moderate Chronic	41		Development		x	x
Sinoe	17	29	54	43.7	Moderate Chronic	42		Development		x	x
Margibi	7	28	64	46.7	Better Off	37		Phase Out			x
Rural Montserrado	9	21	70	47.9	Better Off	31		Phase Out			x
Cape Mount	5	29	65	50.4	Better Off	32		Phase Out			x
Greater Monrovia	6	20	74	54.4	Better Off	27		Phase Out		x	x
Total	14	35	51	43.3							

Note: Food security classification is based on the food consumption score (FCS): Highly Transitory: FCS<35; Moderate Transitory: 35>FCS<45; Highly Chronic: FCS<35; Moderate Chronic: 35>FCS<45; Better-off: FCS >45.

Table 2: Number of Beneficiaries by Activity¹¹

Activity	Beneficiaries			Total
	Sept - Dec 09	Jan – Dec 10	Jan – Aug 11	
Lean season safety net				
Lean season family rations ¹²	0	200,000	200,000	200,000
School feeding				
On-site feeding	303,000	303,000	236,000	333,300
Take-home rations	8,000	8,000	8,000	8,800
Livelihood Assets Rehabilitation				
Food for Work	14,000	31,000	20,000	65,000
Nutrition interventions				
Supplementary Feeding - MCHN (targeting pregnant/ lactating women & children 6-24 months)	6,000	12,000	15,000	15,000
Supplementary Feeding (SFP) - (curative- children 6-59 months)*	2,000	6,000	4,000	12,000
Therapeutic Feeding Caretakers (TFP)**	800	2,400	1,600	4,800
Institutional Feeding – TB (in/out-patients)***	2,800	4,200	5,000	12,000
Anti-retroviral treatment: HIV/AIDS (In/out patients)	3,000	3,000	3,000	9,000
Grand Total¹³	339,600	569,600	492,600	659,900

* SFP: Moderately malnourished children will be in the programme for an average of 3 months each

** TFP: Caretakers of 200 children will be targeted each month for the duration of the project

***TB: Part of the food requirements for the TB sub-component will be funded through the Global Fund to fight AIDS, tuberculosis and malaria.

5.2 The 2008 LFSNS identified three counties subject to high levels of transitory food insecurity. Using schools in targeted communities, enrolled children from vulnerable families will receive a one-off family ration at the beginning of the school vacation, which coincides with the lean season in Liberia. The distribution of family rations through schools will also target an estimated 14,000 vulnerable households who do not have children enrolled in school; these beneficiaries will be identified through parent teacher associations and the local community.

¹¹ The number of beneficiaries of school feeding, supplementary feeding, therapeutic feeding, TB and ART are calculated on the basis of individual participants while beneficiaries of 'girl's take-home rations livelihood asset rehabilitation and lean season safety net rations are based on family ration for families of five members each.

¹² Family rations are provided based on a family size of five for a total 40,000 households

¹³ MCHN & Lean Season beneficiaries are calculated on the basis of the maximum annual caseload over the project period. School feeding beneficiaries equal the maximum annual caseload plus 10 percent (estimated annual increase in student enrolment). SFP, TFP, TB, HIV & livelihood asset rehabilitation beneficiaries equal the cumulative sum of the annual caseload over the project duration.

- 5.3 The school feeding activities of the PRRO, targeting 303,000 primary school children, will be implemented in the first twelve months of the PRRO in the counties where more than 45 percent of households have poor or borderline food consumption, namely Lofa, Gbarpolu, Nimba, Bong, Rivercess, Grand Bassa and Bomi.¹⁴ The programme will be phased out in counties considered to be of moderate transitory food insecurity during the 2010/2011 academic year.
- 5.4 The girl's take-home rations (THR) will target 2,000 girls each year in counties where the gender gap is 15 percent or more. A monthly family ration will be distributed to girls enrolled in grades four to six who attend at least 80 percent of total school days per month.
- 5.5 Food for work to support livelihood asset rehabilitation activities will cover Lofa, Bong and Nimba counties, specifically targeting: (1) poor food-insecure rural households living in communities identified by P4P for project expansion; and, (2) poor food-insecure households participating in the Government's seed multiplication project. During the first twelve months 5,600 rural households will be targeted, with 7,400 in the second twelve months. The implementation modalities for this activity will be periodically reviewed and informed by regular rapid needs and market assessments. The use of cash/vouchers will be considered in lieu of food transfers, and if found appropriate, proposed for inclusion in the PRRO through a budget revision.¹⁵
- 5.6 MCHN activities will target counties with critical chronic malnutrition rates (stunting of children under-5 higher than 40 percent). The entry point will be malnourished pregnant women with MUAC below 23 cm and all teenage pregnant mothers (15-19 years). Community mother support groups and the county health teams will identify pregnant and lactating women for referral. The programme will assist 7,500 pregnant and lactating women and their children 6-24 months.
- 5.7 Supplementary feeding will be implemented in areas identified as having high pockets of acute malnutrition, where 12,000 children under 5 (with weight-for-height below 80 percent of the median) will be targeted, along with 4,800 caretakers of severely malnourished children. During the initial implementation of the PRRO, the country office, with support from the Regional Bureau and HQ nutrition units, and in consultation with the MOHSW, will conduct a feasibility study on the use of the ready-to-use-supplementary food (RUSF) to replace the current supplementary feeding food basket comprising CSB, vegetable oil and sugar.
- 5.8 Vulnerable TB patients on Directly Observed Treatment Short-course (DOTS) therapy will be eligible to receive food support for the intensive in-patient phase

¹⁴ Criteria are based on 2008 LFSNS. The indicator applied reflects household food consumption in terms of food frequency and dietary diversity using multivariate analysis techniques (PCA and clustering). This information will be updated when the new VAM findings are released in early 2009, which will be based on food consumption scores (FCS), the new standard methodology used by VAM.

¹⁵ Criteria for this have been established by a WFP headquarters mission in November/December 2008 and include amongst others: availability of food in the region, cost-benefit analysis of cash/food transfers incentives, the value of work for beneficiaries, the availability of cash transfer systems within reach of beneficiaries, risks of cash payments.

- of treatment (2 months) and the subsequent out-patient phase of treatment (7 months). Food assistance is conditional upon participation in the treatment programmes, with the exit criterion being the completion of treatment.
- 5.9 HIV/AIDS activities will target malnourished and food insecure people on anti-retro viral therapy (ART) in line with the National Strategy Framework for People Living with HIV. Discharge will take place after nine months.
 - 5.10 The separately funded P4P initiative, which will provide support to small holder cooperatives through training and capacity building, as well as support for the development of procurement processes, will reach 25,000 beneficiaries in three North West counties identified in the P4P Feasibility Study (March 2008). The project will expand to six districts in these counties and cover 40,000 small-scale farmers and their families in the second year.

6 NUTRITIONAL CONSIDERATIONS AND RATIONS

- 6.1 The PRRO rations are based on WFP guidelines and consultations with headquarters, and take into account nutritional requirements and preferences of targeted groups, calculated on an individual basis or a household ration.
- 6.2 The lean season family ration, which will be provided through schools, comprise 25 kg of cereals, providing 1,750 kcal per beneficiary, and will be provided to families at the beginning of the lean season.
- 6.3 For school feeding, a cooked mid-morning meal will be provided each school day, composed of cereals, pulses, vitamin A-enriched vegetable oil and iodized salt. Girls will receive a monthly take-home family ration of 25 kg of cereals (bulgur wheat or rice purchased through P4P activities) and 1.83 kg of vitamin A-enriched vegetable oil.
- 6.4 Food for work livelihood asset rehabilitation beneficiaries will receive a daily family ration composed of 2 kg cereals, 0.4 kg pulses and 0.125 kg vitamin A-enriched vegetable oil per day, or its cash equivalent.
- 6.5 For the MCHN activity, Corn-Soya Blend (CSB), Vitamin A-fortified vegetable oil and sugar will be provided on a monthly basis. Women will receive food during pregnancy and for 6 months after delivery; infants will receive a ration from the age of 6 to 24 months.
- 6.6 Moderately acute malnourished children under 5 will receive CSB, Vitamin A fortified vegetable oil and sugar on a monthly basis. Therapeutic feeding caretakers will be provided full individual daily rations of 2,100 kcal, composed of cereals, pulses, CSB, oil and salt.
- 6.7 An individual daily ration of 1,933 kcal, comprising 0.37 kg cereals, 0.04 kg pulses, 0.05 kg CSB, 0.025 kg vegetable oil and 0.02 kg sugar, will be provided to TB in/out-patients on DOTS treatment.
- 6.8 A daily individual ration, providing 1,933 kcal, comprising cereals, pulses, CSB vegetable oil and sugar, will be provided to People Living with HIV on ART.

Table 3: Food Rations

Component/Activity	Type of Beneficiary	Type of ration	Food basket	Daily ration (g)	Total food (mt)	Daily energy value (Kcal) person/benef.
Lean season	Lean season ration	Family	Cereals	100	2,000	350
School Feeding	Cooked meals ¹⁶	Individual	Cereals	150	14,553	716
			Pulses	30	2,910	
			Vegetable Oil	10	970	
			salt	5	485	
	Girl's take home ration**	Family	Cereals	167	1,000	691
			Vegetable Oil	12	73	
Livelihood Asset Rehabilitation	FFW Agriculture Project***	Family	Cereals	400	3,120	1,850
			Pulses	80	624	
			Vegetable Oil	25	195	
MCHN/ Supplementary feeding	Malnourished pregnant and lactating mothers and their children under 2 years	Individual	CSB	200	1,729	1,101
			Vegetable Oil	25	216	
			Sugar	20	173	
	Malnourished children under 5 years	Individual	CSB	200	288	1,101
			Vegetable Oil	25	36	
			Sugar	20	29	
Therapeutic feeding	TFC caretakers	Individual	Cereals	420	60	2,100
			CSB	50	7	
			Pulses	50	7	
			Oil	30	4	
			salt	5	1	
			Oil	12	73	
TB	TB patients in/out patient care	Individual	Cereals	370	988	1,933
			Pulses	40	107	
			CSB	50	134	
			Oil	25	67	
			Sugar	20	53	
ART	ART patients	Individual	Cereals	370	699	1,933
			Pulses	40	95	
			CSB	50	76	
			Oil	25	47	
			Sugar	20	38	
TOTAL					30,784	

**The girl's take-home ration is for 5 family members.

*** The FFW food ration is for 5 family members.

Reference: NUT VALUE 2006

¹⁶ School feeding ration is for a half day school.

7 IMPLEMENTATION ARRANGEMENTS

7.1 The Ministry of Planning and Economic Affairs (MPEA) will be the lead counterpart of WFP and serve as a link to other relevant ministries. The Letter of Understanding (LOU), signed with MPEA, will be renewed for the implementation of this PRRO.

7.2 All programme components will be implemented in close collaboration with the partners shown below. MOUs and joint work plans will be developed and signed, or updated, as required:

Lean Season Safety Net: MOA, PTAs, women's groups, MOE, community groups, etc.

School feeding: Ministry of Education (MOE) School Feeding Unit, PTA-unit, County/District Education Officers, Parent Teacher Associations (PTAs) at community level, NRC, etc.

Livelihood Asset Rehabilitation: The Ministry of Agriculture (MOA), including county/district agricultural coordinators, FAO and selected NGOs (e.g. GTZ, Concern, Samaritan Purse, CARE, etc.)

Nutrition and Health (including HIV and TB): The Ministry of Health and Social Welfare (MOHSW) including county health teams, UNICEF, UNAIDS, WHO, ACF, ANDP, etc.

Capacity-building activities: (i) Food security and nutrition monitoring: MOA, MOHSW, MPEA, Liberia Institute of Statistics and Geo-Information Services (LISGIS), FSN-Secretariat, Country Support Team (CSTs), county statistics information offices, NRC, (ii) P4P: MOA, CDA, LPMC, FAO, SOCODEVI, etc.

7.3 In collaboration with the UNCT Sexual Exploitation and Abuse (SEA) Prevention Coordinator, WFP will continue to conduct SEA sensitization workshops for all staff and partners, develop the capacity of all staff to incorporate a gender perspective in their work, and ensure that all contracts with partners refer to WFP's zero tolerance on SEA. Government Education Officers will supervise the adherence of schools to the "School Feeding Code of Conduct". In addition, WFP will work closely with the PTA unit at the Ministry of Education to mobilize PTAs and communities for participation and ownership of the school feeding programme.

7.4 WFP will ensure that the beneficiaries and partners are consulted throughout the planning and implementation phases of the project. Before start up, a gender-specific beneficiary needs assessment will be conducted jointly with key partners, and followed up with regular monitoring activities. The needs assessment will include a review of the participation of men in MCHN activities, which is currently limited to their roles as caretakers of under 5 children in MCHN activities and as community health workers involved in programme implementation.

- 7.5 The project will seek to encourage female participation at all levels of implementation through the application of the WFP Gender Policy (2009). A key strategy will be to ensure that female representation in the leadership of all committees formed targets at least 50 percent of members. Further opportunities to increase women's participation in management will be explored.
- 7.6 Livelihood Asset Rehabilitation - Support to land and infrastructure rehabilitation is highly technical and will require joint implementation with MOA, FAO and specialized NGOs. WFP has included a contingency in the budget for partner services and will seek additional grants to cover gaps in case partners are unable to provide all required services.
- 7.7 Under the P4P initiative, MOA, MGD, FAO and SOCODEVI will jointly build the capacity of small-holder farmers and their associations including women's groups. FAO will provide agro-processing equipment, technical assistance and agricultural inputs. UNDP will build warehouses and storage facilities for farmers associations targeted by the programme.
- 7.8 School feeding - WFP in coordination with specialized NGO partners will support the capacity building of MOE's school feeding unit at central, county and district level through the transfer of logistics equipment (light vehicles and motorcycles to the MOE) and relevant training. The school feeding activities will be linked with UNICEF and MOE activities under the Liberian Primary Education Recovery Programme (LPERP). UNICEF will provide learning materials, teacher training and logistics support (light vehicles for county education officers).
- 7.9 Firewood is the main source of energy for the preparation of hot school meals. The school feeding activity will promote the use of energy efficient stoves in 10 percent of programme schools through a local technical partner. The introduction of energy efficient stoves will address environmental concerns and at the same time reduce the burden of firewood collection on women. In addition to their domestic responsibilities, women regularly assist their children in gathering firewood for the school feeding programme, further increasing their heavy workloads. To minimize land degradation in the uplands, the P4P project will support rice production only in swamland areas.
- 7.10 Nutrition – UNICEF will provide essential nutrition actions (such as breastfeeding campaign, micronutrient supplementation, de-worming, treatment of severe acute malnutrition through therapeutic feeding, etc.) to complement WFP food assistance. In addition, joint activities will be conducted to increase the MOHSW's monitoring and reporting capacity. The ART and TB activities will be implemented in collaboration with the MOH. WFP has signed an agreement with UNDP to support the Global Fund to Fight AIDS, Tuberculosis and Malaria (Global Fund). Under the arrangement, WFP will procure and deliver food rations for people in the ART and TB programmes using funds provided through the Global Fund. The MOH and the Global Fund will provide medical supplies for treatment and technical support to the programmes.
- 7.11 The Free Port of Monrovia remains the main point of entry and receipt of WFP commodities and serves as the main logistics base to support EDPs and FDPs

- during food delivery and distribution. Due to the limited capacity of Government and implementing partners, WFP covers all landside transport, storage and handling (LTSH) associated costs. Road transport is the dominant mode of inland transport. However, the deplorable conditions of roads and bridges and difficulties with access to beneficiaries continue to remain main challenges. Moreover, there is very limited commercial transport capacity in-country and WFP continues to rely on its own fleet for food delivery.
- 7.12 The logistics set up in Monrovia includes offices, a vehicle maintenance workshop and warehouses, all located within the Free Port of Monrovia. The storage capacity of the warehouses rented by WFP is approximately 20,000 tons while the combined capacity of the current four EDPs in Voinjama, Saclepea, Zwedru and Harper is 14,000 tons. This logistics set-up has significantly contributed to an efficient operation and will therefore be maintained for the new PRRO.
 - 7.13 COMPAS continues to be the tracking tool for all receipts and dispatches of commodities. A system developed in the previous PRRO based on printed bar codes with school principals' signatures, which are cross-checked against returned waybill copies collected in schools, has significantly reduced the risk of food diversion by transporters.
 - 7.14 Where possible, WFP provides logistics and storage services to UN, NGO and Government partners. WFP also solicits assistance from UN partners including UNMIL and UNHCR whenever demand for transport exceeds internal capacity.
 - 7.15 Most of the food commodity needs will be met through bulk procurement of food commodities internationally and regionally in close consultations with the Procurement Unit in WFP Headquarters and the Regional Bureau in Dakar.
 - 7.16 Through the P4P initiative, WFP will procure under the PRRO commodity budget, a limited quantity of locally produced rice from smallholder farmers' associations located in the surplus producing districts. This rice will be directed to the school feeding programmes as take-home rations for girls.

8 PERFORMANCE MONITORING

- 8.1 The logical framework is presented in Annex II. Standard corporate indicators and project-specific indicators related to the outcomes, outputs and processes of the operation will be collected and analyzed using the existing WFP Liberia monitoring and evaluation (M&E) system. All information will be collected and presented to show data disaggregated by sex to ensure gender-sensitivity for programme decision-making.
- 8.2 The baseline to assess achievements is the 2008 LFSNS. The country office will conduct a follow-up survey in 2010, and project specific baselines and follow-up surveys will be implemented for larger project components. A self-evaluation is planned for mid-2010 to inform decision-making for the next phase.

- 8.3 Project activities will be jointly monitored by WFP field monitors, Government, UN and NGO partners using the existing country office monitoring tool-kit. Monitoring data will be analysed on a monthly basis and reports shared with stakeholders. Outcome and output indicators will be reported annually through the Standard Project Report.
- 8.4 The Country Office Programme Internal Audit Unit (PIA) will serve as a check and balance for food delivery, distribution and utilization at the sub-office and project level.

9 RISK ASSESSMENT AND CONTINGENCY PLANNING

9.1 Risk assessment

9.1.1 The main risks to the PRRO include:

- Corruption and weak institutional capacity;
- Political turmoil around the 2011 elections;
- The drawing down strategy of UNMIL, which could have a major impact on the security situation throughout the country;
- Possible spill-over effects from neighbouring countries, causing an influx of refugees and IDPs;
- The impact of fluctuating food and non-food commodity prices and the impact of the global financial crisis;
- Unpredictable and untimely availability of resources and delayed delivery of commodities;
- Reoccurrence of caterpillar pest infestations in the central, west and northwest, which are considered to be the 'breadbasket' of the country;
- Inadequate implementation capacity of Government and NGO partners;
- and
- Insufficient non-food items or services to complement WFP assistance.

9.2 Contingency Planning

- 9.2.1 An inter-agency contingency plan has been developed based on an influx of people from neighbouring countries.
- 9.2.2 WFP is a member of inter-agency coordination mechanisms for security management headed by UNDSS/UNMIL.
- 9.2.3 The Government is working to ensure that the conditions of roads are improved. Collaboration will also be fostered between WFP, UNMIL, UNHCR and other UNCT members to coordinate logistics support and to provide back up support to assist the Government in propositioning or delivery of food commodities at distribution points.

- 9.2.3 WFP, together with the Government, will develop a partner selection strategy to complement government capacities in order to ensure the achievement of the stated project objectives.

10 SECURITY CONSIDERATIONS

- 10.1 The security situation in Liberia remains generally stable but fragile. Current sources of risk and tension include life threatening criminality, public order disturbances, tribal conflicts, and land and property disputes. Dislocated ex-combatants, as well as the possible spill-over of instability from Côte d'Ivoire and Guinea, pose additional threats
- 10.2 UN security structures are in place and WFP has met all MOSS requirements for operating in high risk areas.
- 10.3 The host government does not have the capacity to handle UN agencies' security needs. As of December 2008, the whole of Liberia is under UN Security Phase III.

11. RECOMMENDATION

The Executive Director is requested to approve the Protracted Relief and Recovery Operation for Liberia, PRRO 10821.0, Food Assistance in the Transition from Recovery to Sustainable Development in Liberia.

Josette Sheeran
Executive Director

Date: _____

ANNEX I A

	Quantity (mt)	Average Cost per mt	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Cereals	22,421	450	10,314,450
Pulses	3,743	400	1,497,240
Vegetable oil	1,609	800	1,286,976
CSB	2,232	360	803,628
Salt	486	115	55,870
Sugar	293	460	134,688
Total commodities	30,784	457	14,092,852
External transport			4,527,811
Landside transport			
Subtotal for ITSH			6,833,388
Total LTSH			6,833,388
Other direct operational costs			1,979,192
Total direct operational costs			27,433,242
B. Direct support costs (see Annex II for details)			
Total direct support costs			9,799,215
C. Indirect support costs (7 percent of total direct costs)			
TOTAL WFP COSTS			39,838,729

ANNEX IB

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	2,374,200
National Professional Officers	368,054
National general service staff	2,386,494
Temporary assistance	10,800
Overtime	20,000
Incentives	376,800
International consultants	66,740
National consultants	12,000
UNV's	1,044,000
Staff duty travel	180,000
Staff training and development	48,000
Subtotal	6,887,087
Office expenses and other recurrent costs	
Rental of facility	328,000
Utilities (general)	549,600
Office supplies	90,000
Communication and IT services	221,160
Insurance	47,840
Equipment repair and maintenance	155,036
Vehicle maintenance and running cost	548,720
Vehicle lease	193,704
Other office expenses	296,700
United Nations organizations services	195,000
Subtotal	2,625,760
Equipment and other fixed costs	
Furniture tools and equipment	118,258
Vehicles	
TC/IT equipment	168,110
Subtotal	286,368
TOTAL DIRECT SUPPORT COSTS	9,799,215