

**Protracted Relief and Recovery Operation (PRRO) – Central America 200043**

**Title: “Assistance to Vulnerable Groups Affected by Natural Disasters and Other Shocks in Guatemala, Honduras, El Salvador and Nicaragua”**

<b>CENTRAL AMERICA PRRO 200043</b>	
Number of beneficiaries	700,000
Duration of project	1 January 2011 – 31 December 2012
Food tonnage	31,429 mt
<b>Cost (United States dollars)</b>	
WFP food cost	17,921,566
WFP cash/voucher cost	Not applicable
Total cost to WFP	29,042,740

## EXECUTIVE SUMMARY

Food insecurity in Central America - particularly in Honduras, El Salvador, Nicaragua and Guatemala - is closely related to natural disasters and poverty. The region is exposed to recurrent natural disasters and the poorest communities suffer from the repercussions of successive shocks. In recent years, high food prices, the global economic crisis, droughts caused by the El Niño phenomenon, and excessive rainfall and flooding have further compromised the already precarious food security in these four countries.

This protracted relief and recovery operation (PRRO) will respond effectively to the many small- and medium-size emergencies in El Salvador, Guatemala, Honduras and Nicaragua. It is based on a fast and efficient response, including preposition and use of a contingency stock, to support national and regional immediate response to natural disasters.

Separate from this operation, a parallel Disaster Risk Reduction (DRR) strategy will reduce risk and vulnerabilities of the targeted populations through preparedness and mitigation. This DRR strategy provides the basis for hand-over to national governments and regional institutions, such as the Central America Integration System, by building the capacity of local and regional actors and institutions to prepare for, respond to, and mitigate the effects of natural events on the most vulnerable population groups.

The PRRO will contribute to meet the immediate needs of food-insecure populations affected by recurrent shocks in a timely manner, to protect their livelihoods, avoid a deterioration of the nutritional status of vulnerable individuals, and help them to recover. It contributes to Millennium Development Goal 1 (“eradicate extreme poverty and hunger”) and WFP Strategic Objectives 1 (“save lives and protect livelihoods in emergencies”) and 3 (“restore and rebuild lives in livelihoods in post-conflict, post-disaster or transition situations”). The PRRO is aligned with plans of the United Nations and the governments for emergency preparedness and response.

General food distributions will provide emergency relief to disaster-affected populations and blanket supplementary feeding will benefit children under 2, who are the most vulnerable to acute malnutrition. Early recovery activities, including food-for-work, food-for-training and food-for-assets, will help restore livelihoods and access to markets, and improve resilience to shocks.

The regional nature and the two-pronged approach of the PRRO will allow WFP to respond in a coordinated and flexible manner to the needs of vulnerable groups affected by recurrent disasters such as hurricanes, which often have a transnational impact. Some communities may need immediate assistance due to a sudden crisis while elsewhere in the region other groups may need support to recover from a previous disaster. Physical food stocks will be established in each country to enable a rapid response in the event of an emergency.

The PRRO is also part of a broader regional approach to address food security and disaster management issues in Central America. It will strengthen WFP as a key stakeholder to implement regional food and nutrition security, and disaster reduction policies - including a strong engagement with institutions working towards an integrated approach in Central America. Emergency response activities are in line with the Regional Disaster Reduction Plan 2006-2015 (PRRD) while food and nutrition security activities are aligned with the second Regional Programme for Food and Nutrition Security in Central America (PRESANCA II) and country-specific policies.

## SITUATION ANALYSIS AND SCENARIO

### The overall context

El Salvador, Guatemala, Honduras and Nicaragua lie on the isthmus between North and South America. Their geographic location exposes them to hurricanes, floods, droughts and earthquakes. Changes in weather patterns over the past decade have resulted in more frequent droughts followed by increased hurricane activity. These events are damaging road infrastructure, soils and agricultural outputs, deteriorating the food security of affected populations. The four countries are home to 34 million people, with more than half of them living in poverty.<sup>1</sup>

Food security in these countries is closely related to the risk of natural disasters and to poverty. The rise of food prices in 2008 and the subsequent global economic crisis further increased populations' vulnerability to natural disasters. Households and infrastructure severely affected by disasters can require several years to recover, resulting in lower resilience to new shocks.

Natural disasters have increased substantially in the Central American region over the past three decades: 218 disasters were reported between 2000 and 2009 compared to 176 in the 1990s and only 72 between 1980 and 1989.<sup>2</sup> Weather conditions are expected to become even more erratic with increasing frequency and severity of extreme events, further threatening food security in the region. From 2000 to 2009, drought in the region affected 4.5 million people, with 60 percent of these (2.75 million) affected in 2009.<sup>3</sup>

In 2009, the El Niño phenomenon reduced precipitation in Central America. Lower rainfall decreased crop yields for the 2009/2010 agricultural season and reduced domestic food availability. In early 2010, drought affected three of the four countries (i.e., all except El Salvador). In one community (Madriz) of Nicaragua, more than 80 percent losses were reported for the maize and bean crops, affecting approximately 7,000 families. Later in 2010, the region suffered from record-breaking rainfall associated with tropical depressions and storms. The most damaging event was Tropical Storm Agatha, which caused significant damage to the agricultural sector, including 40 percent livestock losses in Honduras.<sup>4</sup> Further losses are estimated in the post-harvest period due to excess moisture, crop plagues, and difficulty in transporting agricultural products.

Rural areas and populations are more vulnerable to extreme weather events - such as hurricanes, droughts and flash flooding - because of the high percentage of households that depend on subsistence farming or daily agricultural wage labour for their food and income. Recurrent disasters cause crop losses, especially for maize which is the main staple food in the four countries. Damage also occurs to infrastructure, often cutting-off access to major roads and limiting access to markets. As a result, affected populations obtain lower harvests and income while becoming more dependent on food purchases.

<sup>1</sup> CEPAL: Comisión Económica para América Latina y el Caribe: División de Estadística y Proyecciones Económicas.

<sup>2</sup> Source: Centre for Research on the Epidemiology of Disasters.

<sup>3</sup> Source: Centre for Research on the Epidemiology of Disasters . <http://www.emdat.be>

<sup>4</sup> Ministry of Agriculture in Honduras.



## Scenarios

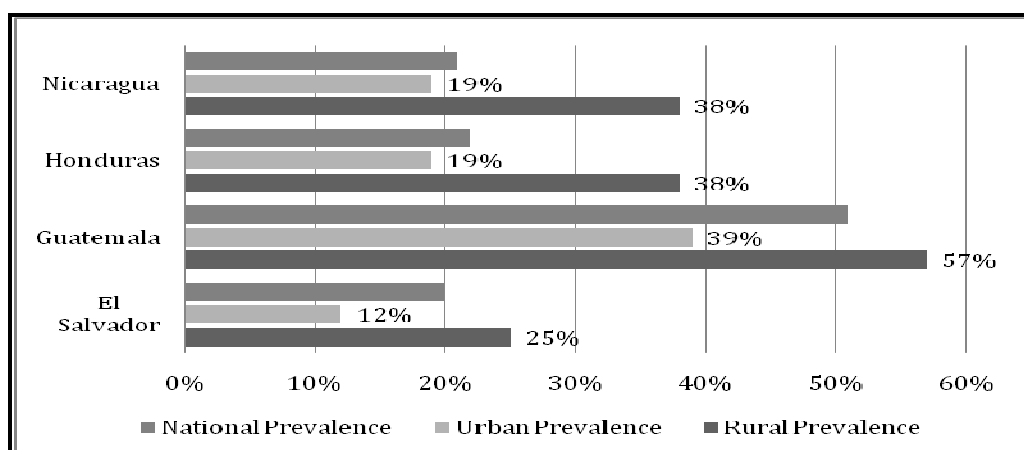
Various types of emergencies occur in the region, ranging from hurricanes (usually between May and November) to prolonged droughts, earthquakes, volcanic eruptions and man-made disasters. Responses must be adapted to the specific emergencies using results from emergency food security assessments.

### FOOD SECURITY AND NUTRITIONAL SITUATION

According to the International Food Policy Research Institute (IFPRI), the Global Hunger Index (GHI) scores of the four countries have improved considerably since 1990. However, the 2009 GHI of Guatemala and Nicaragua was still indicative of “serious” levels of hunger.<sup>5</sup>

The four countries account for approximately 96 percent of the children under five suffering of chronic malnutrition in Central America, with 54 percent of them in Guatemala.<sup>6</sup> Chronic malnutrition among children under 5 is significantly worse in rural and indigenous areas where rates are often more than double those in urban areas (figure 1).

**FIGURE 1. PREVALENCE OF CHRONIC MALNUTRITION IN CHILDREN 6-59 MONTHS BY COUNTRY**



**Source:** 2009 World Bank Report *Promoción del Crecimiento para Prevenir la Desnutrición Crónica*. Data from World Bank 2007 (Demographic and Health Survey and Centre for Disease Control surveys in El Salvador, Guatemala, Honduras and Nicaragua).

The prevalence of acute malnutrition<sup>7</sup> is relatively low at national level but high in food-insecure and disaster-prone areas. These include the south-western area known as the “dry corridor”,

<sup>5</sup> IFPRI, 2009 Global Hunger Index. The Challenge of Hunger: Focus on Financial Crisis and Gender Equality. pg 14

<sup>6</sup> World Bank 2007, data from Demographic and Health Survey and Centre for Disease Control surveys in El Salvador, Guatemala, Honduras and Nicaragua).

<sup>7</sup> Usual acute malnutrition rates are 2 percent in Guatemala, and 1 percent in Nicaragua and Honduras. State of the World's Children 2010, UNICEF.

which includes Guatemala's eastern region, Honduras' south-western region, El Salvador's eastern pockets, and Nicaragua's North and South Autonomous Region (RANN and RAAS) where acute malnutrition among under-5 children can rise to more than 15 percent<sup>8</sup> in the event of a shock.

Anaemia affects one out of three children under 5 and up to 40 and 55 percent<sup>9</sup> of children under 2 in some areas of El Salvador and Guatemala respectively (figure 2).

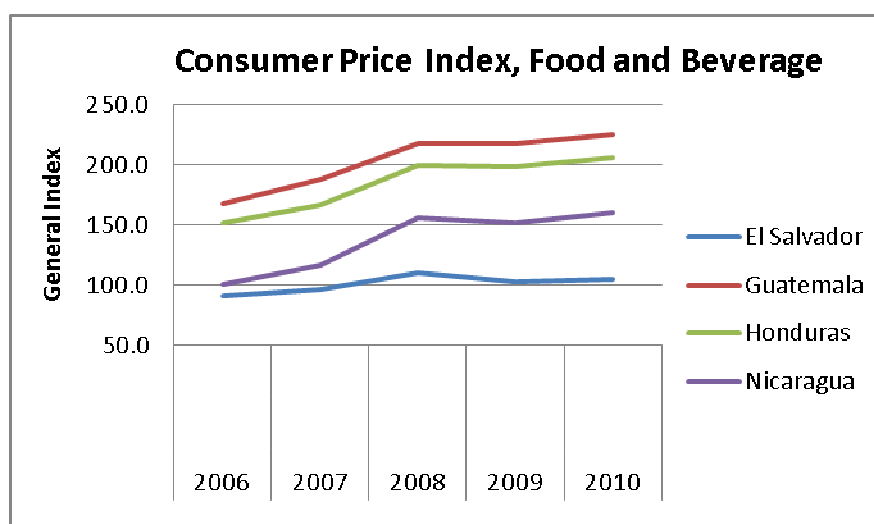
**FIGURE 2: ANAEMIA PREVALENCE AMONG CHILDREN UNDER 5 AND CHILDREN UNDER 2**

Country	Anaemia (%)	
	< 5 years	< 2 years
Guatemala	40	56
Honduras	30	45
El Salvador	20	40
Nicaragua	17	29

Source: World Health Organization database, 2007

The high food prices and global economic crises further exacerbated this already fragile food security and nutrition by decreasing households' access to, and consumption of, a diversified diet. The steepest increase in food prices occurred between 2006 and 2008 with the cost of the basic food basket increasing by 49 percent in Nicaragua, 28 percent in Honduras, 26 percent in Guatemala and 18 percent in El Salvador (figure 3).<sup>10</sup> Although food prices levelled out in 2009, they started to increase again in Guatemala, Honduras and Nicaragua in 2010.

**Figure 3. Consumer Price Index: January 2005 – July 2010**



Source: Central banks of El Salvador, Guatemala, Honduras and Nicaragua through Economic Commission for Latin America and the Caribbean (CEPAL-STAT) database.

<sup>8</sup> Emergency Food Security Assessment (EFSA) in the Dry Corridor of the East of Guatemala, Quiche, and Izabal. WFP, November 2009.

<sup>9</sup> According to WHO criteria, top priority areas correspond to prevalence greater than or equal to 40 percent.

<sup>10</sup> Consumer Price Index 2001 – July 2009. Economic Commission for Latin America and the Caribbean (CEPAL-STAT)

Studies conducted by the Economic Commission for Latin America and the Caribbean (CEPAL), the World Bank and WFP estimated that the high food prices crisis pushed an additional 1.5 million people into poverty in the four countries. WFP vulnerability analysis and mapping (VAM) analyses showed that 6 million people in these countries were vulnerable to food insecurity due to the rise in food prices.<sup>11</sup>

## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS**

The most relevant regional policies for emergency preparedness and response and food and nutrition security include the Regional Disaster Reduction Plan 2006-2015 (PRRD)<sup>12</sup> coordinated by the Centre for Coordination Towards the Prevention of Natural Disasters in Central America (CEPREDENAC) and the second Regional Programme for Food and Nutrition Security in Central America (PRESANCA II).<sup>13</sup>

CEPREDENAC is the regional inter-governmental agency that coordinates response to disasters affecting participating member countries.<sup>14</sup> In addition, the Centre promotes and coordinates international cooperation, and offers a forum to exchange information and technical assistance on disaster prevention, mitigation, and response.

PRESANCA II (2010-2014) aims to reinforce national and local food security policies and strengthen municipal institutions, with a focus on capacity development for food and nutrition analysis, and monitoring using the Regional Indicator System for Food and Nutritional Security (SIRSAN).

National policy frameworks include: Guatemala's Strategic Plan for Food and Nutrition Security 2009-2012 (PESAN); Nicaragua's recently approved Sovereignty and Food and Nutrition Security Law; El Salvador's development of strategic guidelines for the National Policy for Food and Nutrition; and Honduras' new legal framework, the National System for Risk Management (SINAGER).

## **Coordination**

Within the United Nations system, disaster preparedness and response activities are coordinated by the Office of Coordination of Humanitarian Affairs (OCHA). Interagency groups apply joint programming principles for emergency response activities.

<sup>11</sup> Situation Analysis. Margarita Lovon, WFP October 2009.

<sup>12</sup> Plan Regional de Reducción de Desastres 2006-2015, Centro de Coordinación para la Prevención de los Desastres Naturales en América Central (CEPREDENAC).

<sup>13</sup> PRESANCA II is a programme of the General Secretariat of Central American Integration System (SICA), with financial support from the European Union, the Spanish Agency for International Development Cooperation (AECID) and the United Nations Development Programme (UNDP). PRESANCA II seeks to contribute to the reduction of food and nutritional insecurity among Central America's most vulnerable populations and to strengthen SICA as part of a process of consultation on social, environmental and economic policies.

<sup>14</sup> Member states: Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama. Associated state: Dominican Republic.



The four countries have established food security and nutrition coalitions as well as early warning mechanisms such as the Early Warning System for Central America (SATCA) and sentinel sites in Honduras. These coalitions include international food security stakeholders such as the Food and Agriculture Organization of the United Nations (FAO), the Pan-American Health Organization (PAHO), the World Health Organization (WHO), the United Nations Children's Fund (UNICEF), WFP and non-governmental organizations (NGOs) including Acción contra el Hambre (ACH), Cooperative for Assistance and Relief Everywhere (CARE), Catholic Relief Services (CRS), Save the Children, Plan International, Share, and World Vision. Coalition members support the articulation, coordination and implementation of food security and disaster risk reduction activities at national and local levels, with a priority given to sudden-onset rather than slow-onset emergencies.

## OBJECTIVES OF WFP ASSISTANCE

The main objective of this protracted relief and recovery operation (PRRO) is to meet the immediate needs of food-insecure populations in Guatemala, Honduras, El Salvador, and Nicaragua affected by recurrent shocks, in a timely manner, protect their livelihoods, avoid a deterioration of their nutritional status and speed up recovery before new crises occur.

Specific objectives include:

- provision of immediate relief and stabilization of acute malnutrition below emergency levels among the most vulnerable people affected by climatic shocks and natural disasters (WFP Strategic Objective 1 - "save lives and protect livelihoods in emergencies");
- protection of livelihoods in emergencies and early recovery (Strategic Objective 1); and
- support to the rehabilitation of livelihoods and food and nutrition security of communities affected by shocks (Strategic Objective 3 - "restore and rebuild lives in livelihoods in post-conflict, post-disaster or transition situations").

The rationale for a regional PRRO stems from: i) the similarity of beneficiary profiles and geo-climatic situation across the four countries; ii) the risk of a multi-country emergency occurring;<sup>15</sup> iii) the ability to accommodate the scale of the response and to provide a framework for receiving contributions rapidly; and iv) the strong political collaboration between regional institutions which will facilitate the operation. The PRRO will remove the need for individual emergency operations (EMOP) for small- and medium-sized emergencies. Adjustments will be effected through budget revisions to this PRRO if necessary. Individual country EMOPs may be envisaged in the event of a large-scale emergency.

The PRRO comprises two main components:

- *Relief*: Immediate emergency response through general food distribution (GFD) in order to save lives, avoid deterioration of the nutritional status and prevent the use of negative coping strategies by the most vulnerable populations. Blanket supplementary feeding (BSF) for children under 2 will also be used as a preventive measure to stabilize acute malnutrition rates in this particularly vulnerable group.
- *Recovery*: Early recovery activities to increase household income and rehabilitate community infrastructure and agricultural productive capacities through food-for-work (FFW), food-for-assets (FFA) and food-for-training (FFT) interventions. Cash-for-work (CFW) interventions

<sup>15</sup> For example, a tropical storm hitting all four countries almost simultaneously.



may be implemented depending on the circumstances and based on feasibility and market studies. Families with pregnant and lactating women will be prioritized.

## WFP RESPONSE STRATEGY

### Nature and effectiveness of food security related assistance to date

In the past eight years, WFP has implemented GFD in Honduras, Nicaragua, Guatemala, and El Salvador through different EMOPs, reaching approximately 373,000 beneficiaries per year. FFW and emergency supplementary feeding activities have complemented WFP's response. The previous regional PRRO 104440 "Assistance to Strengthen Disaster Preparedness and Mitigation among Marginalized Populations" which started in 2007 has been effective to respond quickly to a variety of disasters in the four countries and to collaborate with government counterparts to strengthen their emergency preparedness and response capacity.

### Strategy outline

This regional PRRO will last two years, from January 2011 to December 2012 and will allow for an appropriate WFP response to emergencies anticipated from the El Niño phenomenon and hurricane seasons.<sup>16</sup> Assistance will be provided through emergency and early recovery activities.

*Emergency response:* GFD will be implemented in areas directly affected by shocks, with priority given to families living in shelters and in immediate need of food aid as identified from emergency food security assessments (EFSAs).<sup>17</sup> To the extent possible, GFD will transition into short-term early recovery FFW/FFA/FFT or cash and voucher<sup>18</sup> activities for clearing-up damage after disasters and restoration of livelihoods of the affected communities. Emergency BSF will be carried out in parallel to GFD to prevent the deterioration of the nutritional status of children under 2.

*Early Recovery:* FFW, FFA and FFT activities will be implemented post-emergency in the areas where disasters have occurred. Early recovery activities will last for up to 3 months each and priority will be given to repairing roads, rehabilitating agricultural fields and land, and clearing debris.

In coordination with national and local counterparts, 450 mt of contingency food stocks will be established each year in each country in traditionally food-insecure and disaster-prone areas, before the start of the hurricane season in June. This pre-positioning, in combination with the preparedness tools already in place, such as the early warning system (SATCA) and food security monitoring systems, will increase the effectiveness of the relief response by enabling immediate assistance to up to 13,360 beneficiaries in each country. WFP and its partners will lead contingency planning and other local emergency preparedness activities with the participation of communities.

<sup>16</sup> According to the International Research Institute for Climate and Society (IRI), "Moderate to strong La Niña conditions have been observed since mid-August 2010. Probabilities for La Niña conditions continue at 92 percent or more through the January-February-March season of 2010/11, and are not predicted to drop to below 50 percent until the April-June season."

<sup>17</sup> Budget provisions are made for one EFSAs in each country per year, and for one regional EFSAs training.

<sup>18</sup> The use of cash or vouchers will be considered as well and if appropriate a budget revision will be submitted.



## Handover strategy

WFP at regional and country level is developing a Disaster Risk Reduction (DRR) strategy that will also incorporate preparedness elements including early warning, training, capacity building and network development. This will eventually ensure that national governments, in coordination with regional structures such as the Central America Integration System (SICA), are in a position to effectively deal with disaster response.

The strategy considers disaster risk reduction as cross-cutting for all WFP activities in Central America, from prevention and preparedness to response and early recovery. The PRRO is one of the elements of this strategy, enabling WFP to prepare and respond to recurrent disasters in the region through the pre-positioning of food. The capacity development, early warning, food security monitoring and networking components of the strategy are not included in this PRRO. The regional DRR strategy should be completed during 2011 and will be based on discussions and meetings with regional partners such as FAO, the United Nations Development Programme (UNDP), the International Strategy for Disaster Reduction (ISDR) and the inter-agency Risk Emergency and Disaster Task Force for Latin America and the Caribbean (REDLAC).

## BENEFICIARIES AND TARGETING

The PRRO's beneficiary coverage is based on the likelihood of multi-country emergencies - particularly hurricanes - and an historical trend analysis of WFP's emergency response beneficiaries between 2002 and 2009. Populations across borders are likely to be affected similarly owing to their common characteristics, such as vulnerable indigenous and Afro-descendent populations who live in the north and south Autonomous Atlantic regions (RAAN and RAAS) in Nicaragua and in the Gracias a Dios area in Honduras, and small farmers in the "dry corridor" in all four countries.

WFP's emergency relief assistance from 2002 to 2009 in the four countries reached an average of 373,000 GFD beneficiaries per year and 350,000 beneficiaries per year have been planned for GFD assistance in this PRRO, representing a total of 700,000 over two years. However, actual GFD beneficiaries will be determined based on EFSA results. GFD beneficiaries will receive a family ration for up to two months (60 days). Selection criteria will consider the socio-economic and nutritional status and impact of the disaster on food security. The most vulnerable people will likely include those displaced and in shelters, families who lost their homes, hosted and hosting families, and families with very limited access to food.

BSF will benefit children under 2 for 90 days, in parallel to the GFD. Based on demographic projections for Central American countries,<sup>19</sup> this PRRO includes provision for 28,000 children under 2.

FFW, FFA and/or FFT<sup>20</sup> beneficiaries of early recovery activities have been estimated at 25 percent of the GFD caseload, for a period of 90 days. They will also be selected based on EFSA results, considering the following vulnerability criteria:

- shock-affected;
- high dependency rates (low number of income earners;

<sup>19</sup> World Population Prospects: The 2008 Revision Population Database. <http://esa.un.org/unpp/p2k0data.asp>

<sup>20</sup> The use of cash or vouchers will be considered as well and if appropriate a Budget Revision will be submitted.



- high numbers of vulnerable individuals such as children under 5, pregnant and lactating women, elderly or incapacitated individuals;
- single-parent heads of household;
- dependence on subsistence agriculture; renters or owners of less than 1 hectare of land, and landless or migrant workers, such as coffee pickers;
- crop production loss of more than 50 percent;
- no food reserves; and
- lost job opportunities.

Hazard mapping exercises using WFP VAM methods will be conducted at the beginning of the PRRO to improve the early targeting of future beneficiaries and to identify the best locations for contingency stocks, in order to speed up emergency response activities. The hazard maps will also be part of the regional DRR strategy. In addition, and where appropriate, the Integrated Phase Classification of Food Security, introduced on a pilot basis in Honduras in 2010, will be considered to monitor and rank the severity of food insecurity.

<b>TABLE 1. BENEFICIARIES BY ACTIVITY TYPE</b>			
	<b>Beneficiaries</b>		
<b>Activity</b>	<b>Male</b>	<b>Female</b>	<b>Total*</b>
General Food Distributions	350 000	350 000	700 000
Blanket Supplementary Feeding children <2 years	14 000	14 000	28 000
FFW/FFA/FFT	87 500	87 500	175 000
<b>Total</b>	<b>350 000</b>	<b>350 000</b>	<b>700 000</b>

\*Thirty percent of beneficiaries, approximately 13,360 per year per country, will benefit with prepositioned physical stock in each country immediately after a disaster.

## **NUTRITIONAL CONSIDERATIONS AND RATIONS**

The GFD ration will consist of 400 g of cereals (maize, rice), 60 g of pulses, 25 g of vegetable oil, 60 g of corn-soya blend (CSB) and 5 g of iodized salt, sufficient to meet the full kilocalorie, protein and fat daily requirements of beneficiaries. However, the specific needs of beneficiaries and level of the ration will be further refined based on EFSA results.

The BSF ration for children under 2 will comprise 150 g of CSB, 15 g of vegetable oil and 15 g of sugar. Given that BSF will run in parallel to GFD and may benefit the same families, the ration has been set at 800 kcal per child per day.

The FFW/FFA/FFT ration value has less of a nutrition focus and includes cereals, pulses and vegetable oil. WFP will consider cash and voucher transfers on a case-by-case basis depending on the impact of the disaster, country-specific and economic context, and feasibility and market studies.



Each country will maintain a 450 mt yearly contingency stock sufficient to provide immediate assistance to approximately 13,360 GFD beneficiaries for 60 days and 530 BSF beneficiaries for 90 days.

**TABLE 2: DAILY FOOD RATION/ TRANSFER BY ACTIVITY (g/person/day)**

Commodity Type/ Cash & voucher	General Food Distribution	Blanket Supplementary Feeding (children < 2)	FFW, FFA, FFT
Cereals	400		400
Pulses	60		60
Vegetable Oil	25	15	40
Salt	5		
CSB	60	150	
Sugar		15	
<b>Total</b>	<b>550</b>	<b>180</b>	<b>500</b>
<b>Total kcal/day</b>	<b>2,080</b>	<b>790</b>	<b>1,990</b>
% Kcal from protein	11%	14%	8%
% Kcal from fat	17%	27%	19%

**TABLE 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)**

Commodity Type/ Cash & voucher	General Food Distribution	Blanket Supplementary Feeding Children <2	FFW, FFA, FFT	Total (mt)	Physical Stocks (Contingency)*
Cereals	16 800		6 300	23 100	2 568
Pulses	2 520		945	3 465	385
Vegetable Oil	1 050	38	630	1 718	166
Salt	210			210	32
Fortified Blended Food	2 520	378		2 898	442
Sugar		38		38	6
<b>Total</b>	<b>23 100</b>	<b>454</b>	<b>7 875</b>	<b>31 429</b>	<b>3 600</b>

\*included in the total.

## IMPLEMENTATION ARRANGEMENTS

At the regional level, WFP will work with CEPREDENAC and relevant national civil protection and emergency preparedness and relief organizations to coordinate relief and technical support activities including contingency planning and EFSAs. National partners include: the National Disaster Prevention and Mitigation System (SINAPRED) in Nicaragua; the Emergency



Preparedness and Response Agency (COPECO) in Honduras; the El Salvador National Emergency Committee (COEN); and the National Coordinator for Disaster Mitigation (CONRED) in Guatemala.

At regional level, WFP will assist SICA in food security and vulnerability analysis and early warning mechanisms, to build the capacity of food and nutrition security and coordination committees. The focus will be on the Centre for Information and Coordination (CCI) in Guatemala; the secretary for Food and Nutrition Security (SESAN) in Nicaragua; and the National Council for Food and Nutritional Security in El Salvador.

At community level, emergency preparedness and response activities will be coordinated with existing projects implemented by specialized national and international agencies, including the Red Cross, UNDP and NGOs such as CARE and World Vision. Stand-by-agreements with the main partners in the field will be prepared during the first months of the calendar year, before the hurricane season starts, to define basic implementation arrangements. Cooperating partners are expected to provide non-food complementary items such as training and sensitization materials, while WFP will provide necessary technical assistance.

BSF will be implemented in coordination with selected Ministry of Health units. WFP will also collaborate with community groups and NGO partners that offer basic health packages including growth monitoring, nutrition, hygiene and health training.

These various implementation elements will also form part of the wider DRR strategy to help establish a holistic approach to emergencies and disasters in Central America.

While contingency stocks will be established in each country, the feasibility of a centralized contingency stock in El Salvador will also be examined.

## **Logistics Arrangements**

In El Salvador, WFP will be responsible for the logistics coordination. Transport to, and distribution at, final delivery points will be carried out by NGOs and other counterparts, such as the Ministry of Health and its health centres in coordination with WFP, or by WFP itself, depending on the specific intervention. WFP, in coordination with CEPREDENAC and Salvadorian authorities including the Ministry of Defence, will continue to coordinate the emergency response activities under the Regional Centre for Emergency Preparedness and Response. WFP will also count with the Banco de Fomento Agropecuario (BFA) warehouse which is co-managed by WFP together with the National Secretariat for Social Inclusion, through its Division of Food Assistance (DAA). Should additional storage capacity be required, WFP will consider using part of the three government warehouses managed by DAA.

In Guatemala, WFP and the National Institute for Agricultural Trade (INDECA) will be responsible for the reception, customs clearance, primary transportation, handling and storage of commodities. The six existing INDECA warehouses at Fraijanes, Quetzaltenango, Chimaltenango, Los Amates, Retalhuleu and Tactic, will be made available as a governmental contribution to the landside, transport, storage and handling (LTSH) costs of the operation. WFP will contract transport companies to deliver food to project sites.



In Honduras, WFP in coordination with the COPECO network<sup>21</sup> will be responsible for the reception and customs clearance, transportation, handling and storage of commodities in the main cities of Comayagua, San Pedro Sula, San Lorenzo and Tegucigalpa. From these points food will be further dispatched to municipal warehouses, where partners and local authorities will take responsibility for food delivery to the final distribution points.

In Nicaragua, commodities will be stored in the privately owned central warehouse in Managua. Other warehouses in Puerto Cabezas, Siuna, Corinto, and Waspam will also be used to facilitate deliveries in the RAAN. Community organizations will be responsible for transportation from these warehouses to the final distribution points.

Remote target areas such as the RAAN in Nicaragua and Gracias a Dios in Honduras suffer from a shortage of extended delivery points, lack of partners with logistics capacity, poor road conditions, and inadequate means of transport (including airplanes, helicopters, canoes, boats and river convoys) resulting in particularly high LTSH costs. The regional approach of the PRRO contributes to the strengthening of local transport market capacity and to cost efficiency, in order to gradually reduce these costs.

Allowance has been made to purchase food locally, regionally and internationally to maintain operational flexibility. Local purchasing is mainly done to comply with government requirements to purchase certain food items locally such as in Honduras and El Salvador, as well as to support smallholder farmers in targeted areas by buying basic commodities such as white maize and black beans from them thorough the Purchase for Progress (P4P) initiative. Local purchase also helps to speed up the response during emergencies.

### **Performance and Monitoring**

WFP monitoring teams in each country will report on outputs and outcomes for the various PRRO components based on standard corporate indicators. Monthly reporting will focus on activity overviews and pay particular attention to pipeline management. A results-based monitoring system will be used for quarterly reporting to ensure effective post-distribution and assess the impact of the assistance delivered. WFP's 2009 gender policy will be considered in all monitoring and evaluation activities.

Information collected from early warning systems, country reports and post-distribution monitoring exercises will form the basis for a self-evaluation at the end of the PRRO. This evaluation will contribute to a review of WFP's future disaster risk reduction and food and nutrition security strategies in the region.

WFP regional bureau will support country offices in the analysis and reporting of project outcomes, including the collection of adequate baseline data from Comprehensive Food Security and Vulnerability Analyses (CFSVAs), EFSAs, Ministry of Statistics or other credible secondary sources, and the analysis of outcome and other indicators. Outcome reporting will be done at least once during the two-year project.

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<sup>21</sup> The COPECO network includes Municipality Emergency Committees (CODEM), and Community Emergency Committees (CODEL).



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## RISK ASSESSMENT AND CONTINGENCY PLANNING

### Risk assessment

The major risks associated with the PRRO include the limited resources of government counterparts and NGO partners due to the global economic crisis, and the lack of sustained donor contributions. Donor support to some countries has decreased, causing budget cuts that have weakened the social protection networks and limited funds available for food security related interventions.

FFT, FFA and supplementary feeding interventions are also highly dependent on complementary financial, technical and other non-food resources which cooperating partners are expected to provide. Partners with adequate capacity are often absent in some of the most isolated, food-insecure and disaster-prone areas targeted in this PRRO, such as the RAAN in Nicaragua and Gracias a Dios in Honduras.

### Contingency Planning

Contingency planning exercises are a central component of WFP DRR strategy, as well as the reinforcement of the early warning system (SATCA) and food security monitoring systems in the region. Food assistance protocols and food security scenarios will be updated at the regional level with CEPREDENAC, and at national level with other United Nations agencies in the four countries.

Trigger events will be identified based on the contingency scenarios and monitored through SATCA, which will issue early warnings to activate an immediate response.

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## SECURITY CONSIDERATIONS

According to UNDP latest Human Development report, violence has increased substantially in the Central America region<sup>22</sup> due to the growing presence of youth gangs, organized criminal networks and drug cartels. Guatemala, Honduras and El Salvador are currently at United Nations security phase 2 while Nicaragua is at phase 1.

Fast Information Technology and Telecommunications Emergency Support Team (FITTEST) assessments took place in 2006 to ensure that WFP country offices are compliant with Minimum Operating Security Standards. WFP also adheres to the United Nations Department of Safety and Security (UNDSS) Minimum Security Telecommunications Standards. Security considerations will be integrated in accordance with WFP security guidelines.

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<sup>22</sup> UNDP: Human development report for Central America, 2009-2010.



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**RECOMMENDATION**

The PRRO Central America 200043 “Assistance to Vulnerable Groups Affected by Natural Disasters and Other Shocks in Guatemala, Honduras, El Salvador and Nicaragua”, with a food cost of US\$18 million and a total cost of US\$29 million, is recommended for approval by the Executive Director.

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**APPROVAL**

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Date:.....

Josette Sheeran

Executive Director

United Nations World Food Programme

**ANNEX I-A**

<b>WFP PROJECT COST BREAKDOWN</b>			
<b>Food<sup>23</sup></b>	<b>Tonnage (mt)</b>	<b>Value (US\$)</b>	<b>Value (US\$)</b>
Cereals	23 100	10 447 499	
Pulses	3 465	3 367 185	
Oil and fats	1 718	2 296 343	
Mixed and blended food	2 898	1 760 315	
Others	248	50 224	
<b>Total food</b>	<b>31 429</b>	<b>17 921 566</b>	
Cash transfers		<b>0</b>	
Voucher transfers		<b>0</b>	
<b>Subtotal food and transfers</b>			<b>17 921 566</b>
External transport			1 546 701
Landside transport, storage and handling			2 859 536
Other direct operational costs			1 546 597
Direct support costs (see Annex I-B details)			3 268 348
<b>Total direct project costs</b>			<b>27 142 748</b>
Indirect support costs (7%) <sup>24</sup>			1 899 992
<b>TOTAL WFP COSTS</b>			<b>29 042 740</b>

<sup>23</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>24</sup> The indirect support cost rate may be amended by the Board during the project.



**ANNEX I-B****DIRECT SUPPORT REQUIREMENTS (US\$)****Staff and Staff Related Costs**

International Professional Staff	336 721
International GS Staff	-
Local Staff - National Officers	338 289
Local Staff - General Service	543 147
Local Staff - Temporary assistance	597 657
Local Staff – Overtime	-
Hazard Pay & Hardship Allowance	-
International Consultants	230 300
Local Consultants	51 000
Non Staff HR: UNV	20 972
Commercial Consultancy Services	-
Staff duty travel	165 052
Subtotal	<b>2 283 138</b>

**Recurring Expenses**

Rental of Facility	192 550
Utilities General	112 880
Office Supplies and Other Consumables	59 800
Communications and IT Services	112 300
Equipment Repair and Maintenance	59 000
Vehicle Running Cost and Maintenance	248 000
Office Set-up and Repairs	57 780
UN Organization Services	-
Subtotal	<b>842 310</b>

**Equipment and Capital Costs**

Vehicle leasing	91 800
TC/IT Equipment	47 100
Local Security Costs	4 000
Subtotal	<b>142 900</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>3 268 348</b>

## ANNEX II SUMMARY OF LOGICAL FRAMEWORK (EL SALVADOR, GUATEMALA, HONDURAS AND NICARAGUA): PRRO No. 200043

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
<b>STRATEGIC OBJECTIVE 1: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES</b> <b>Goals:</b> <ol style="list-style-type: none"> <li>1) To save lives in emergencies and reduce acute malnutrition caused by climatic and economic shocks to below emergency levels.</li> <li>2) To protect livelihoods and enhance self-reliance in emergencies and early recovery.</li> </ol>		
<b>Outcome 1.1.</b> <ul style="list-style-type: none"> <li>Stabilized acute malnutrition in children under 2 in targeted, emergency-affected populations assisted through general food distribution and blanket supplementary feeding activities.</li> </ul>	1.1.1. Stabilized prevalence of acute malnutrition among children under 5 for 80% of targeted populations (mid-upper arm circumference-MUAC). 1.1.2. Stabilized prevalence of low MUAC.	<ul style="list-style-type: none"> <li>- Risk of disruption of food distribution due to recurring natural disasters during the execution of the PRRO activities.</li> <li>- Risk of improper/inadequate utilization of distributed nutritional products.</li> <li>- Assumption that PRRO is resourced adequately to maintain healthy pipeline and to ensure commodities are available on time.</li> </ul>
<b>Outcome 1.3.</b> <ul style="list-style-type: none"> <li>Improved food consumption over assistance period for targeted emergency-affected households assisted through general food distribution and blanket supplementary feeding activities.</li> </ul>	1.3.1. Household food consumption score.	



<b>Output 1.1.</b> <ul style="list-style-type: none"> <li>Food distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.</li> </ul>	1.1.1. Number of women, men girls and boys receiving food, by category and as % of planned figures. 1.1.2. Tonnage of food distributed, by type, as % of planned distribution 1.1.3. Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned distribution. 1.1.4. Number of security incidents.	<ul style="list-style-type: none"> <li>- Risk of disruption of food distribution due to recurring natural disasters or security situations during the execution of the PRRO activities.</li> <li>- Assumption that food price are stable or reduced for locally and regionally procured food.</li> <li>- Assumption that adequate human resources are available to receive training and employ modalities</li> <li>- Assumption that storage and distribution capacity of partners is adequate.</li> </ul>
<b>STRATEGIC OBJECTIVE 3: RESTORE AND REBUILD LIVES AND LIVELIHOODS IN POST-DISASTER SITUATIONS.</b> <b>Goals: 1. To support the re-establishment of the livelihoods and food and nutrition security of communities and families affected by shocks.</b>		
<b>Outcome 3.1.</b> <ul style="list-style-type: none"> <li>Adequate food consumption over assistance period for targeted households assisted through general food distribution, blanket supplementary feeding and FFW/FFA/FFT activities.</li> </ul>	3.1.1. Household food consumption score. 3.1.2. Coping Strategy Index.	<ul style="list-style-type: none"> <li>- Risk of recurrent disasters during the execution of the recovery activities.</li> <li>- Assumption that PRRO is resourced adequately to maintain healthy food pipeline and to ensure commodities are available on time.</li> </ul>
<b>Outcome 3.2.</b> <ul style="list-style-type: none"> <li>Targeted communities assisted through FFW/FFT/FFA activities have increased access to assets in fragile, transition situations.</li> </ul>	3.2.1. Community Asset Score.	



<p><b>Output 3.1.</b></p> <ul style="list-style-type: none"> <li>Food distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.</li> </ul>	<p>3.1.1. Number of women, men girls and boys receiving food, by category and as % of planned figures.</p> <p>3.1.2. Tonnage of food distributed, by type, as % of planned distribution.</p> <p>3.1.3. Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned distribution.</p> <p>3.1.4. Number of security incidents.</p>	<ul style="list-style-type: none"> <li>- Risk of disruption of food distribution due to recurring natural disasters or security situations during the execution of the PRRO activities.</li> <li>- Assumption that food prices are stable or reduced for locally and regionally procured food.</li> <li>- Assumption of adequate human resources available to receive training and employ modalities.</li> <li>- Assumption that storage and distribution capacity of partners is adequate.</li> </ul>
<p><b>Output 3.2.</b></p> <ul style="list-style-type: none"> <li>Developed, built or restored livelihood assets by targeted communities and individuals.</li> </ul>	<p>3.2.1. Number of community assets created or restored by targeted communities and individuals.</p> <p>3.2.2. Number of women and men trained in livelihood-support thematic areas.</p>	



### ANNEX III - LIST OF ACRONYMS USED IN THE DOCUMENT

<b>BSF</b>	blanket supplementary feeding
<b>CARE</b>	Cooperative for Assistance and Relief Everywhere
<b>CCI</b>	Centre for Information and Coordination (Guatemala)
<b>CEPAL</b>	Economic Commission for Latin America and the Caribbean
<b>CEPREDENAC</b>	<i>Centro de Coordinación para la Prevención de los Desastres Naturales en América</i> (Central Centre for Coordination towards the Prevention of Natural Disasters in Central America)
<b>CFW</b>	cash for work
<b>CFSVA</b>	comprehensive food security and vulnerability analysis
<b>COEN</b>	<i>Comité de Emergencia Nacional</i> (National Emergency Committee - El Salvador)
<b>CONRED</b>	<i>Coordinadora Nacional para la Reducción de Desastres</i> (National Coordinator for Disaster Mitigation - Guatemala)
<b>COPECO</b>	<i>Comisión Permanente de Contingencias</i> (Emergency and Preparedness and response Agency - Honduras)
<b>CRED</b>	Centre for Research on the Epidemiology of Disasters
<b>CRS</b>	Catholic Relief Services
<b>CSB</b>	corn-soya blend
<b>DAA</b>	<i>Dirección de Asistencia Alimentaria</i> (Division of Food Assistance - El Salvador)
<b>DRR</b>	disaster risk reduction
<b>EMOP</b>	emergency operation
<b>EU</b>	European Union
<b>EFSA</b>	emergency food security assessment
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FFA</b>	food for assets
<b>FFT</b>	food for training
<b>FFW</b>	food for work
<b>FITTEST</b>	Fast Information Technology and Telecommunications Emergency Support Team
<b>GFD</b>	general food distribution
<b>GHI</b>	Global Hunger Index
<b>IFPRI</b>	International Food Policy Research Institute
<b>INDECA</b>	<i>Instituto Nacional de Comercialización Agrícola</i> (National Institute for Agricultural Trade - Guatemala)
<b>IRI</b>	International Research Institute for Climate and Society
<b>ISDR</b>	International Strategy for Disaster Reduction

<b>LTSH</b>	landside transport, storage and handling
<b>MDG</b>	Millennium Development Goal
<b>NGO</b>	non-governmental organization
<b>OCHA</b>	Office of Coordination of Humanitarian Affairs
<b>P4P</b>	Purchase for Progress
<b>PAHO</b>	Pan-American Health Organization
<b>PESAN</b>	Plan Estratégico de Seguridad Alimentaria y Nutricional (Strategic Plan for Food security and Nutrition - Guatemala)
<b>PRESANCA</b>	<i>Programa Regional de Seguridad Alimentaria y Nutricional para Centroamérica</i> (Regional Programme for Food Security and Nutrition in Central America)
<b>PRRD</b>	<i>Plan Regional de Reducción de Desastres</i> Regional Disaster Reduction Plan in Central America
<b>PRRO</b>	protracted relief and recovery operation
<b>RAAN</b>	North Atlantic Autonomous Region (Nicaragua)
<b>RAAS</b>	South Atlantic Autonomous Region (Nicaragua)
<b>REDLAC</b>	Risk Emergency and Disaster Task Force for Latin America
<b>SATCA</b>	<i>Sistema de Alerta Temprana para Centro América</i> (Early Warning System for Central America)
<b>SESAN</b>	Secretaría de Seguridad Alimentaria y Nutricional (Food Security and Nutrition Secretary - Nicaragua)
<b>SICA</b>	<i>Sistema de la Integración Centroamericana</i> (Central America Integration System)
<b>SINAGER</b>	Sistema Nacional de Gestión de Riesgos (National System for Risk Management - Honduras)
<b>SINAPRED</b>	<i>Sistema Nacional para la Prevención, Mitigación y Atención de Desastres</i> (National Disaster Prevention and Mitigation System Nicaragua)
<b>SIRSAN</b>	<i>Sistema Regional de Indicadores de Seguridad Alimentaria y Nutricional</i> (Regional Indicator System for Food Security and Nutrition)
<b>UNDP</b>	United Nations Development Programme
<b>UNDSS</b>	United Nations Department of Safety and Security
<b>UNICEF</b>	United Nation Children's Fund
<b>VAM</b>	vulnerability and assessment mapping
<b>WFP</b>	United Nations World Food Programme
<b>WHO</b>	World Health Organization

## ANNEX IV- MAP

