

**PROTRACTED RELIEF AND RECOVERY OPERATION**  
**Central African Republic 200050**

<b>Title:</b>	<b>Assistance to Populations Affected by Armed Conflicts in the Central African Republic and the Sub-Region</b>
Duration:	24 months (January 2010 – December 2011)
Number of beneficiaries:	738,000
WFP food tonnage:	44,107 mt
WFP food cost:	US\$17,649,905
Total cost to WFP:	US\$63,914,366

**EXECUTIVE SUMMARY**

Despite considerable potential, the Central African Republic is one of the world's poorest countries, ranking 179 out of 182 countries in the Human Development Index. Socio-political instability stemming from a series of coups and military conflicts since the 1990s has caused large-scale displacement and has impeded development. Notwithstanding efforts aimed at restoring peace, conflicts continue in the north and southeast of the country, with grave humanitarian consequences.

The findings of the 2009 Comprehensive Food Security, Vulnerability and Nutritional Analysis show that 30 percent of households (1.2 million people) are food-insecure. Hardest-hit are areas experiencing conflict and violence. Moreover, the principal agricultural areas in the north and centre of the country, already affected by conflicts, have experienced irregular rainfall and a consequent drop in production.

Morbidity, mortality and malnutrition have reached critical levels in conflict areas. The ongoing violence, coupled with the Government's limited capacity, has led to the degradation and disruption of the education and health systems, significantly increasing the vulnerability of the affected population to further shocks.

In April 2009, the Government asked WFP for an expansion of the protracted relief and recovery operation. The overall objective of the PRRO is to mitigate the impact of conflict on populations by meeting their immediate food needs, while contributing with partners, to the peace consolidation process through early recovery measures targeted to the most vulnerable populations. This operation will target seven conflict-affected prefectures in northern Central African Republic.

Under the relief component, WFP will meet the basic food needs of internally displaced persons, returnees and refugees, and ensure appropriate complementary feeding programmes for nutritionally at risk populations such as malnourished children under 5, pregnant and lactating women and food-insecure people living with HIV. Through the recovery component, WFP will restore and protect the livelihoods of populations hosting internally displaced persons and returnees, rehabilitating their productive assets. WFP will also contribute towards meeting the nutritional needs of school children and encouraging their return to school through the provision of school meals. WFP will partner with the Government, non-governmental organizations, United Nations agencies and communities to implement planned activities.

The protracted relief and recovery operation supports WFP strategic objectives 1 (save lives and protect livelihoods in emergencies) and 3 (restore and rebuild lives and livelihoods in post-conflict situations). It contributes to the Millennium Development Goals 1, 2, 4, 5 and 6, the national Poverty Reduction Strategy Paper and the Common Humanitarian Action Plan.

## SITUATION ANALYSIS AND SCENARIO

### General Context

1. The Central African Republic is a large (623,000 km<sup>2</sup>), landlocked country, sparsely populated with 4.4 million inhabitants.<sup>1</sup> Almost 43 percent of the population is under 15 years of age; per capita gross domestic product (GDP) was US\$223 in 2008.<sup>2</sup> In 2008, 62 percent of the population lived below the poverty line with significant disparities between urban areas (50 percent) and rural areas (70 percent).<sup>3</sup> Unlike in neighbouring Sudan and Chad, Central African Republic's Human Development Index (HDI) has been declining for decades. The Central African Republic now ranks 179 out of 182 on the United Nations' Human Development Index (HDI).<sup>4</sup>
2. The main factor impeding development is socio-political instability, the consequence of recurring coups and armed conflicts since the 1990s. At the end of 2008, the Inclusive Political Dialogue made some progresses and contributed to stabilizing the political and security situation. An agreement was reached to organise presidential and legislative elections in 2010 and the Disarmament, Demobilization and Reintegration (DDR) programme was put on track. However, the political process has, since then, been extremely slow.
3. 2009 has seen an upsurge in violence in the central, north-western and southeast regions, leading to widespread displacement. The causes and dynamics of the clashes vary in each region and have involved the government army, various rebel groups and many local self-defence groups. New rebel groups have emerged.<sup>5</sup> Violence has triggered the internal displacement of some 177,000 people over the last three years<sup>6</sup> and forced 138,000 people to seek refuge in southern Chad, Sudan and eastern Cameroon.<sup>7</sup> People fleeing their villages have been hiding in the bush or crowding into the cities without any means of support.<sup>8</sup> Some return to their homes as soon as conditions allow, fleeing when violence flares up again.
4. The country is also impacted by conflicts in Sudan, Chad and the Democratic Republic of Congo (DRC). The violence in the southeast caused by the Lord's Resistance Army (LRA) since June 2009, has led to internal displacement and a refugee influx from DRC. In 2009, 10,000 Sudanese and Congolese refugees were registered in the Central African Republic, the latter waiting to return home as soon as conditions allow. Upcoming political events in southern Sudan (referendum) and DRC (presidential election) may spark renewed violence and cause a fresh influx of refugees into the Central African Republic.

---

<sup>1</sup> 2009 demographic projections based on data from the 2003 General Population and Territorial Census.

<sup>2</sup> IMF World Economic Outlook, 2009.

<sup>3</sup> Poverty profiles in the Central African Republic, Institut Centrafricain des Statistiques, des Etudes Economiques et Sociales (ICASEES), provisional results 2008.

<sup>4</sup> United Nations Development Programme (UNDP) Human Development Report, 2009.

<sup>5</sup> For example, the conflict between the Kara, Goulas and Roungba ethnic communities on the one hand and sedentary farmers and transhumant armed herders on the other displaced more than 10,000 people in the prefecture of Vakaga in 2009.

<sup>6</sup> Central African Republic - Consolidated Appeal 2010.

<sup>7</sup> Humanitarian and Development Partnership Team (HDPT) Central African Displacement data. July 2009.

<sup>8</sup> Inter-agency security and humanitarian mission on behalf of refugees and internally displaced persons (IDPs) in Mboki and Obo in September 2009; exploratory evaluation report on the food security of IDP populations along the Ndélé-Ngarba route, March 2009.

5. Armed conflicts have led to the destruction of basic social and economic infrastructure. Displacements and insecurity have forced many school-age children out of school. Poverty and food insecurity make it very difficult for them to return to school. The latest national education statistics show that access to education in the conflict-affected north is very limited. Net enrolment levels are only 23 percent in the northeast (Vakaga and Bamingui-Bangoran) compared with the national average of 56 percent.<sup>9</sup>
6. The Central African Republic has been negatively impacted by the global economic crisis. While prices for imports increased, world demand for the country's principal exports (wood products and diamonds) declined significantly. This has resulted in rising levels of unemployment and poverty. Inflation peaked at close to 15 percent at end of 2008.<sup>10</sup>

## **The Food Security and Nutrition Situation**

7. The agricultural sector in the Central African Republic has been affected by the prevailing insecurity, combined with a lack of trade routes, infrastructure, tools and skills. Subsistence farming prevails and only 4 percent of the arable land is cultivated each year. Over the last three decades, population growth has outstripped the growth in agricultural production. Farmers have not been able to increase output due to a severe lack of skills and tools, which has made increasing yields very challenging. The main agricultural areas in the north and centre of the country have also experienced irregular rainfall, compromising the 2009-2010 production.
8. In June 2009, a comprehensive food security, vulnerability and nutritional analysis survey (CFSVNA) was organized in close collaboration with government counterparts, the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP) and non-governmental organization (NGOs).<sup>11</sup> Results indicate that 30 percent of the population (1.22 million people) are either severely or moderately food-insecure. Hardest-hit are households in areas affected most by the conflict and violence: Ouham Pende (65 percent), Nana Gribizi (62 percent) and Ouham (42 percent). The socio-economic groups most affected by food insecurity are farmers in the north displaced by conflict and subsisting on hunting and gathering, and farmers residing in the northwest and centre (10 and 45 percent of the population respectively). Other vulnerable groups include fisher-farmers concentrated in the south and day workers in urban areas.
9. The food security of households in the north and centre continue to be affected by high food prices. According the Ministry of Plan, which conducts regular price monitoring, the average food prices for 58 food products among the most consumed in CAR rose by 8 percent between July 2008 and July 2009. Food-insecure households spend 75 percent of their incomes on food, of which markets are the principal source, even for farmers. The average annual increase in consumer prices was 9 percent in 2008 and 10 percent in June 2009.<sup>12</sup>
10. The Government's capacity to provide adequate health care is limited. Epidemics (measles, meningitis, yellow fever, poliomyelitis, etc.) are common in most conflict-affected areas. Hygiene and environmental conditions are precarious, and are conducive to diarrhoeal diseases, especially in conflict zones.<sup>13</sup> Maternal mortality rates increased from 683 per

<sup>9</sup> Biannual school statistics 2006-2007 and 2007-2008, Ministry of National Education, 2009.

<sup>10</sup> IMF, Economic Health Check "Central African Republic's Reforms Enter Crucial Phase", January 2010.

<sup>11</sup> WFP/ ICASEES Analyse Globale de la Vulnérabilité, de la Sécurité Alimentaire et de la Nutrition en République Centrafricaine (AGVSAN-RCA), 2009.

<sup>12</sup> IMF, World Economic Outlook, April 2009.

<sup>13</sup> Information bulletin n° 19/09 of 21 July 2008 from the health/nutrition cluster in Central African Republic.

100,000 births in 1968 to 1,355 per 100,000 in 2003. The rates of infant mortality (106 per 1,000 live births) and child mortality (176 per 1,000) are also extremely high.<sup>14</sup>

11. Inadequate diets and illness tend to exacerbate malnutrition. According to the Multiple Indicator Cluster Survey conducted in 2006,<sup>15</sup> the prevalence of global acute malnutrition (GAM) among children under 5 was the highest in Bamingui Bangoran (16 percent), Ouham Pende (13.9 percent), Nana Gribizi and Haute Kotto (11 percent). Recent surveys carried jointly out by the Government, United Nations agencies and NGOs, have confirmed that the nutrition situation in the north-eastern conflict-affected areas is “severe” (as per the World Health Organisation thresholds). The results of the 2009 CFSVNA also show that 11 percent of women of reproductive age in the north-eastern regions are acutely malnourished.<sup>16</sup>
12. With the prevalence of HIV at 6.2 percent (7.8 percent for women) at the national level, the Central African Republic is the most affected country in the central and western Africa sub-region.<sup>17</sup> Four out of the seven prefectures targeted under this operation are among those with the highest HIV prevalence.<sup>18</sup> The continuing violence and poor living conditions of displaced people have disrupted family and social networks as well as health care services, and have increased gender-based violence against women and girls,<sup>19</sup> leading to increased vulnerability to HIV infection. A food security survey, conducted in 2007 by the United Nations Children’s Fund (UNICEF) and WFP, showed that people living with HIV (PLHIV) become increasingly vulnerable, as they either stop working (54 percent) or work less (33 percent). As their incomes diminish, PLHIV also face greater expenditure on health. At least 24 percent of PLHIV are moderately food-insecure, while 7 percent are severely food-insecure.<sup>20</sup>

## Scenario

13. Based on the scenario outlined in the Common Humanitarian Action Plan for 2010, WFP anticipates neither an intensification of the conflict and ethnic tensions nor complete peace in 2010. The most likely scenario foresees serious difficulties in implementing the peace agreement, with likely delays. This could mean postponing the scheduled elections, leading to tensions and armed clashes. As a result, new waves of displacement and disruption for the already displaced are expected, leading to increasing or continued food insecurity. Central African refugees in neighbouring countries could also consider not returning due to the prevailing insecurity.
14. At the same time, there are opportunities to support the recovery of conflict-affected populations in the Central African Republic. The country’s peace building efforts, including the DDR process and the reintegration of demobilized soldiers, will require enhanced support from the international community. The return of displaced populations is likely to accelerate in 2011 after the holding of the elections.

---

<sup>14</sup> Multiple-indicator Cluster Survey (MICS), January 2007.

<sup>15</sup> Last survey giving comprehensive nutritional data.

<sup>16</sup> Based on MUAC screening.

<sup>17</sup> MICS, January 2007.

<sup>18</sup> Haut Mbomou (13.6%), Bamingui Bangoran (10.7%), Nana Gribizi (8.4%), Haute Kotto (7.4%).

<sup>19</sup> Columbia University / UNICEF: Serious Violation of Child Rights and Mortality in the Central African Republic, August 2009.

<sup>20</sup> WFP, UNICEF: Evaluation of Food Security in Emergency Conditions among Northern Rural Households, Persons Living with HIV/AIDS and Sudanese Refugees, September/October 2007.

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

### **Policies, Capacities and Actions of the Government**

15. The Government's policies since 2005 have largely focussed on restoring the rule of law under the constitution. A Poverty Reduction Strategy Paper (PRSP) was developed for 2008–2010. In order to substantially reduce poverty, the Poverty Reduction Strategy has selected the following major long-term objectives: i) double per capita revenue by 2015 based on strong, sustainable, balanced and equitable growth, ii) widen access to basic social services in order to boost human capital, and iii) establish gender equality, particularly in primary and secondary education by 2015, and eradicate all forms of exclusion.
16. In 2009, the Government qualified for the United Nations Peacebuilding Fund, the Fast-Track Initiative (FTI)<sup>21</sup> and the completion point of the enhanced Heavily Indebted Poor Country (HIPC) Initiative.<sup>22</sup> The country also prepared and adopted a strategic framework for peace consolidation and initiated a DDR process for ex-soldiers.
17. The Government responded to soaring food prices by lowering import taxes and by carrying out general food distributions, using stocks made available through bilateral donations. In addition, the Government requested an expansion of the PRRO in April 2009.

### **Policies, Capacities and Actions of other Major Actors**

18. The United Nations Country Team (UNCT) drew up a United Nations Development Assistance Framework (UNDAF) for 2007–2011. The World Bank, the African Development Bank (AfDB), and bilateral aid agencies initiated cooperation programmes to assist the country after restoration of constitutional rule. International NGOs and United Nations agencies work in both humanitarian relief and development assistance.
19. The 2010 Common Humanitarian Action Plan has identified the following priority sectors: Health, Nutrition, Protection, Water and Sanitation and Food Security. Three strategic priorities have been defined:
  - Deliver lifesaving assistance, especially emergency health care, food and safe water and sanitation to people struck by violence, particularly displaced people and refugees across the north and in the south-east, and maintain an emergency response capacity for the rest of the country;
  - Protect conflict-affected people, particularly internally displaced persons (IDPs) and others whose rights have been violated, by providing assistance, responding to violations and advocacy while intensifying campaigning against the culture of impunity, helping reinforce existing legislation, promoting International Humanitarian Law and Human Rights Law, and restoring the dignity of survivors and community-based structures; and

---

<sup>21</sup> The Fast Track Initiative (FTI) is an initiative to help countries achieve the Millennium Development Goal of Universal Primary Education (UPE) by 2015.

<sup>22</sup> The HIPC initiative is a joint IMF-World Bank's comprehensive approach to debt reduction, which was designed to ensure that no poor country faces a debt burden it cannot manage.

20. Support returning displaced people and refugees, host communities and others living in post-conflict settings to restart their lives by ensuring minimum functioning of basic social infrastructure (including schools, health centres, water points, boreholes, bridges) and helping them maximize their assets by integrating early-recovery programmes into humanitarian action.

## **Coordination**

21. A steering committee chaired by the Ministry of Planning will coordinate activities; the Food Aid Management Unit (FAMU) will act as secretariat. The steering committee will include the Ministries of Social Affairs, Solidarity and the Family, Agriculture, Health, and Education; the national AIDS response body; United Nations agencies and two NGO representatives.
22. The Humanitarian and Development Partnership Team (HDPT), led by the Humanitarian Coordinator, gathers all organizations working to alleviate the humanitarian and development crisis in the Central African Republic: United Nations agencies, the Red Cross Movement, NGOs and other organizations. These organizations collaborate on humanitarian and development strategies and work together when implementing projects. It is the primary humanitarian coordination mechanism in Central African Republic. The cluster approach was officially adopted in August 2007 and aid agencies coordinate their action by sector. Clusters encompass all relevant organizations, including local NGOs, donor representatives and government counterparts. WFP participates in the Common Humanitarian Action Plan (CHAP) and leads/participates in the food security, logistics, health, protection and education clusters.
23. In 2008, several sub-clusters were created in Paoua, Kaga-Bandoro, Ndélé and other humanitarian hubs to render humanitarian coordination more timely, effective, and strategic. Clusters play a central role in identifying humanitarian needs, coordinating response, formulating humanitarian strategy for the Consolidated Appeal Process (CAP), prioritizing projects in the CAP; and allocating Common Humanitarian Funds (CHF) and Central Emergency Response Fund (CERF).

## **OBJECTIVES OF WFP ASSISTANCE**

24. The overall objective of the PRRO is to mitigate the impact of conflict on populations by meeting their immediate food needs, while contributing with partners, to the peace consolidation process through early recovery measures targeted to the most vulnerable populations.
25. The specific objectives are to:
  - Increase the food consumption of IDPs, refugees and returnees affected by armed conflicts and displacements (SO1);
  - Reduce malnutrition among children, women and people living with HIV in conflict-affected areas to below the critical threshold (SO1); and
  - Contribute to restoring and protecting the livelihoods of conflict-affected communities (SO3).
26. These objectives support WFP strategic objectives 1: Save lives and protect livelihoods in emergencies, and 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster

or transition situations. They contribute to Millennium Development Goals 1, 2, 4, 5 and 6.<sup>23</sup>

## **WFP RESPONSE STRATEGY**

### **Nature and Effectiveness of Food Security-Related Assistance to Date**

27. WFP has implemented several emergency operations and PRROs in response to ongoing or recurring crises. The latest, PRRO 101892 (April 2008–December 2009), assisted 509,000 people and contributed to mitigating the effects of armed conflicts and political/economic crises on food security. Socio-political instability, ongoing violence, regional conflicts, IDP movements and poor infrastructure in rural areas have periodically delayed implementation activities, strained capacities and increased non-food costs of the operation. Nevertheless, WFP has managed to reach targeted beneficiaries and prevent a deterioration of the food security and nutrition situation.
28. Since 2005, WFP has been implementing a development project (DEV 103610) in the southern prefectures affected by chronic food insecurity. It aims to increase school enrolment and attendance and to contribute to reducing malnutrition.

### **Strategy Outline**

29. The strategy supporting this PRRO was designed through a consultative process, involving government counterparts, United Nations agencies, NGOs and donors.
30. Under the relief component, WFP will meet the basic food needs of IDPs, returnees and refugees, and ensure appropriate complementary feeding programmes for nutritionally at risk populations such as malnourished children under 5, pregnant and lactating women and food-insecure PLHIV. Through the recovery component, WFP will restore and protect the livelihoods of populations hosting IDPs and returnees, by rehabilitating their productive assets. WFP will also contribute towards meeting the nutritional needs of school children and encouraging their return to school through the provision of daily school meals.
31. This strategy is in line with the 2008–2010 PRSP and the 2007–2011 UNDAF. It also conforms to the 2010 Consolidated Appeal Process (CAP), the National Framework for HIV Response, the Second National Health Development Plan, the Action Plan on the National Policy Promoting Equality and Equity and the National Plan on Education for All.

### **Relief component**

32. *General food distribution:* WFP will support conflict-affected populations through general food distributions (GFD). The duration of assistance for each target group was determined in consultation with partners:
  - IDPs and returnees in conflict zones will be assisted for 3 months. Internal displacement in Central African Republic tends to be temporary and people generally return or resettle within three months.
  - Sudanese refugees in Sam Ouandja will receive WFP support for 6 months during the lean season (May-July) to cover production gaps. Sudanese refugees, who settled in Sam

---

<sup>23</sup> MDG 1: End poverty and hunger; MDG 2: Achieve universal primary education; 4: Reduce child mortality; 5: Improve maternal health; 6: Combat HIV/AIDS and other diseases.

Ouandja in 2007, have access to agricultural land and will receive seeds and tools from the Food and Agriculture Organisation of the United Nations (FAO).

- Congolese refugees in Haut Mbomou will receive WFP support for 24 months. These refugees arrived in Haut Mbomou in June 2009 and are unlikely to return to their home country in the near future because of insecurity.

33. *Nutrition interventions:* WFP, in collaboration with UNICEF and the Ministry of Health, will support the following nutrition interventions:

- Treatment of moderately malnourished children 6-59 months admitted in Nutritional Recovery Centres (NRCs) to reduce and prevent child malnutrition;
- Support to malnourished pregnant and lactating women to reduce the incidence of low birthweight and prevent malnutrition among children;
- Support to the Therapeutic Feeding Programme through the provision of a food ration to caretakers of severely malnourished children 6-59 months;
- Support to PLHIV and their families to increase adherence to antiretroviral therapy (ART) and tuberculosis (TB) treatment and to improve the food consumption of the family members and caregivers.

### **Early Recovery component**

34. *School feeding* will be implemented in conflict-affected zones in close collaboration with UNICEF's back-to-school campaign and other partners in the education cluster. Each child will receive two nutritious meals per day at school to enhance their nutritional status and reduce short-term hunger, particularly for most children who travel long distances to reach school. Meals provided will encourage a return to school, maintain regular attendance and serve as a value transfer to lessen the burden on food insecure households.

35. *Food-for-Assets (FFA)* activities will enable returning food-insecure and vulnerable populations to strengthen their self-sufficiency and restore and protect their livelihoods. WFP food assistance will prevent households from resorting to negative coping strategies and will be used as an incentive for assets restoration and rehabilitation. FFA activities in support of agriculture, such as rehabilitation of lowlands and treatment of degraded lands, will be implemented between agricultural seasons. Distributions will begin in April, prior to the start of field work, and will last three months. FFA activities focussing on the rehabilitation of basic infrastructure to improve access to food and help restore access to social services will take place throughout the year. This will include the repair or rehabilitation of storage facilities, rural tracks, bridges, schools and health centres. FFA activities will be implemented in collaboration with FAO and other partners from the Food Security Cluster.

36. *Food for Training (FFT)* will provide food-insecure people from conflict-affected communities with an incentive to acquire knowledge and skills that help them start-up some income-generating activities. WFP will support professional training, apprentice programmes and functional literacy courses. FFT will also support the reintegration component of the DDR project in conjunction with FAO and the United Nations Development Programme (UNDP).



## Hand-Over Strategy

37. WFP will focus on capacity-development with the objective of gradually phasing out from relief and early recovery programmes. These efforts will be directed at the Ministries of Education (management of school feeding activities), Social Development (strengthening communities and health operators), Planning, and Agriculture (monitoring of food and nutritional security, early warning and emergency preparedness).
38. WFP will assist the Government in strengthening the food security monitoring and early warning system led by FAO and located in the Ministry of Rural Development (MRD). WFP will also provide training in emergency preparedness and response to national authorities and NGOs. A risk analysis and a capacity assessment will be conducted to identify appropriate support and capacity-development activities.
39. WFP, the United Nations High Commissioner for Refugees (UNHCR) and UNICEF will jointly organize training sessions for beneficiaries and national and local authorities to heighten awareness of protection concerns when distributing food to IDPs and refugees.

## BENEFICIARIES AND TARGETING

40. This PRRO will target six prefectures in the north and one in the southeast, which were identified by the 2009 CFSVNA as the most food-insecure (Ouham Pendé, Nana Gribizi, Ouham, Bamingui-Bangoran, Vakaga, Haute Kotto and Haut Mbomou).<sup>24</sup> Those areas have been the most affected by the conflict, food price increases, production downturns and malnutrition. The beneficiary planning figures are based on the results of the 2009 CFSVNA and data from UNHCR and the Office for the Coordination of Humanitarian Affairs (OCHA).
41. An average of 120,000 IDPs per year are in need of assistance.<sup>25</sup> WFP will organize joint assessment missions with local authorities, other United Nations agencies, NGOs and parish associations to register beneficiaries at the time of displacement or return. Former child soldiers officially enrolled in the DDR programme will be assisted in coordination with UNICEF.
42. At least 9,000 refugees registered by UNHCR and the National Refugees Committee will receive food rations. This includes 3,300 Sudanese refugees and 5,700 Congolese refugees. WFP will regularly monitor their needs in collaboration with UNHCR.
43. According to the 2009 CFSVNA, 299,000 children are affected by moderate acute malnutrition (MAM) while 150,000 suffer from severe acute malnutrition (SAM). WFP will target moderately malnourished children, malnourished pregnant and lactating women and caretakers of severely malnourished children in the targeted prefectures in the north. Admission criteria will be based on nutritional status in line with the national protocol on nutritional care.<sup>26</sup> Planning figures were determined taking into consideration the

---

<sup>24</sup> The targeting is in line with the results of the 2009 CFSVNA.

<sup>25</sup> Sources: humanitarian actors, data provided by OCHA and the experience of the last two operations.

<sup>26</sup> The Central African Republic National Protocol on Nutritional Care (2006): Criteria for entry for moderately malnourished children 6-59 months: 1) weight for height (WFH) between 70% and 80%, and 2) children coming out of a therapeutic feeding centre. Criteria for exit for malnourished children 6-59 months: WFH  $\geq$  85% after weighing twice consecutively. Criteria for entry for pregnant and lactating women: mid-upper arm circumference (MUAC)  $<$  21 cm. Criteria for exit for pregnant and lactating women: 1) 6 months after delivery and 2) MUAC  $\geq$  22.5 cm.

prevalence of acute malnutrition, the coverage of nutritional care centres and the capacity of WFP and its nutrition partners.

44. People living with HIV will be targeted on the basis of their food and nutrition security. Support to this group will take into account availability of ART and TB treatments and WFP and its partners' implementing capacities. Targeting will follow procedures established by the Global Fund for medical care to ART clients, TB patients receiving treatment, and pregnant and lactating women in the prevention of mother-to-child transmission (PMTCT) programme. Inclusion criteria will be based on body mass index (BMI <18.5).
45. Targeting under the school feeding programme will be done in collaboration with the Ministry of Education, UNICEF and NGO partners. Sub-prefectures most affected by conflict, with the highest levels of food insecurity and where NGO partners are present will be given priority. Since most teachers are volunteer "parent teachers" and do not receive regular salaries, they will also benefit from the school meals.
46. FFA and FFT activities will be implemented in the northwest and centre. Targeting will involve local communities, government counterparts and partners. Participants will be selected through a participatory approach in line with WFP's gender policy.<sup>27</sup> Activities will benefit 175,000 conflict-affected persons, including 4,200 ex-combatants.

---

<sup>27</sup> WFP Gender Policy (WFP/EB.1/2009/5-A/Rev.1)

47. Table 1 shows the number of beneficiaries by type of intervention.

**TABLE 1: BENEFICIARIES BY ACTIVITY TYPE**

Component	Activity	2010			2011			TOTAL <sup>28</sup>
		Male	Female	Total	Male	Female	Total	Total
Relief	IDPs/Returnees	60,756	61,244	122,000	57,718	58,182	115,900	237,900
	Refugees	4,482	4,518	9,000	4,482	4,518	9,000	9,000
	Supplementary feeding – children under 5	8,466	8,534	17,000	8,043	8,107	16,150	33,150
	Supplementary feeding – Pregnant/lactating women	0	15,000	15,000	0	14,250	14,250	29,250
	Caretakers of severely malnourished children	0	14,400	14,400	0	13,680	13,680	28,080
	PLHIV and families	14,940	15,060	30,000	14,193	14,307	28,500	58,500
	<b>Sub-total</b>	<b>88,644</b>	<b>118,756</b>	<b>207,400</b>	<b>84,436</b>	<b>113,044</b>	<b>197,480</b>	<b>395,880</b>
Early recovery	School feeding (children)	79,670	75,330	155,000	83,654	79,097	162,751	162,751
	School feeding (teachers + cooks)	1,679	2,859	4,538	1,763	3,002	4,765	4,765
	Food for training	2,400	5,600	8,000	2,520	5,880	8,400	16,400
	Food for assets	54,126	23,197	77,323	56,825	24,353	81,178	158,501
	<b>Sub-total</b>	<b>137,875</b>	<b>106,986</b>	<b>244,861</b>	<b>144,762</b>	<b>112,332</b>	<b>257,093</b>	<b>342,416</b>
<b>TOTAL</b>		<b>226,519</b>	<b>225,742</b>	<b>452,261</b>	<b>229,198</b>	<b>225,376</b>	<b>454,573</b>	<b>738,296</b>

<sup>28</sup> Refugees and beneficiaries under the school feeding programme will receive assistance for two years and have, therefore, been counted once for total project duration.

## NUTRITIONAL CONSIDERATIONS AND RATIONS

48. Rations were designed in consultation with partners. The composition of the food rations conforms to WFP specifications and nutritional guidelines. The food basket consists of cereals, pulses, vitamin A-fortified vegetable oil, iodized salt, corn-soya blend (CSB) and sugar. The supplementary feeding ration will consist of CSB, vegetable oil and sugar and will be distributed as a dry take-home ration. Table 2 summarizes the daily ration composition and the duration of assistance by activity:

TABLE 2: DAILY FOOD RATIONS BY ACTIVITY (g/person/day)										
Component	Activity	no. of feeding days	cereals	pulses	CSB	veg oil	sugar	salt	Total	Energy (kcal)
<b>Relief</b>	IDPs/Returnees	90	400	60	50	25	15	5	<b>555</b>	<b>2,112</b>
	Refugees	180	400	60	50	25	15	5	<b>555</b>	<b>2,112</b>
	Supplementary feeding – Children under 5	90	0	0	250	30	10	0	<b>290</b>	<b>1,256</b>
	Supplementary feeding – Pregnant and lactating women	270	0	0	250	30	10		<b>290</b>	<b>1,256</b>
	Caretakers of severely malnourished children	30	400	60	50	25	15	5	<b>555</b>	<b>2,112</b>
	PLHIV and families	270	200	30	80	20	15	5	<b>350</b>	<b>1,362</b>
<b>Early recovery</b>	School feeding	180	120	30	60	15	15	3	<b>243</b>	<b>953</b>
	Food for training	90	300	0	0	25	0	0	<b>325</b>	<b>1,301</b>
	Food for assets	90	300	80	0	30	0	5	<b>415</b>	<b>1,614</b>

49. Table 3 shows the total food requirements by activity and year:

<b>TABLE 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)</b>				
<b>Component</b>	<b>Activity</b>	<b>2010</b>	<b>2011</b>	<b>TOTAL</b>
<b>Relief</b>	IDPs/Returnees	6,094	5,789	<b>11,883</b>
	Refugees	1,469	899	<b>2,368</b>
	Supplementary feeding – Children under 5	444	422	<b>865</b>
	Supplementary feeding – Pregnant and lactating women	1,175	1,116	<b>2,290</b>
	Caretakers of severely malnourished children	240	228	<b>468</b>
	PLHIV and families	2,835	2,693	<b>5,528</b>
	<b>Total relief</b>	<b>12,255</b>	<b>11,147</b>	<b>23,402</b>
<b>Early recovery</b>	School feeding (children)	6,780	7,119	<b>13,898</b>
	School feeding (teachers+cooks)	199	208	<b>407</b>
	Food for training	234	246	<b>480</b>
	Food for assets	2,888	3,032	<b>5,920</b>
	<b>Total Recovery</b>	<b>10,100</b>	<b>10,605</b>	<b>20,705</b>
<b>TOTAL</b>		<b>22,355</b>	<b>21,752</b>	<b>44,107</b>

## IMPLEMENTATION ARRANGEMENTS

50. *Participation:* The project intends to involve women in decision-making and implementation of activities. WFP and its partners will prioritize distribution to households headed by women. WFP will also work with partners to ensure that distribution points allow women to receive their rations without transport and security problems. Distribution lists will be drawn up in the name of women to account for polygamous families and woman-headed households. Women's groups will be involved in identifying and implementing projects. Cooking demonstrations will be organized in care centres through PLHIV associations and PMTCT support groups. Communities, through the parent-teacher associations, will take part to the management of the school feeding programme.

51. *Partnerships:* WFP will partner with the Ministries of Education, Rural Development, Agriculture, and Social Development to implement the various activities. WFP will work with UNICEF for nutrition and health education. Children will be introduced to school gardens through collaboration with FAO. Assistance to refugees will be undertaken with UNHCR. FFA and FFT activities will be implemented in synergy with an agricultural project financed by the European Union and implemented by FAO.<sup>29</sup> Given the Government's limited resources, especially in conflict zones, the project will rely mainly on partnerships with international and national NGOs. The responsibilities of partners will be defined in field-level agreements (FLA).

<sup>29</sup> The project, which began in April 2009, aims to lessen beneficiary dependence on aid through multiplication of food crop seeds and improvement of agricultural production through the rehabilitation of land and infrastructure. The project includes training/reintegration for ex-combatants and other unemployed groups.

52. *Non-Food Items:* WFP and partners will ensure adequate provision of non-food items (NFIs) to support the PRRO activities. WFP will provide cooking utensils for the school feeding programme. FAO and UNICEF will provide NFIs to support agricultural production, social infrastructure rehabilitation, school canteens and health centres.
53. *Measures to mitigate negative environmental effects:* Measures such as the systematic introduction of improved stoves for school feeding, reforestation, and repair of damaged roads to improve food transport will help mitigate or reduce negative effects on the environment. Activities will be planned in partnership with FAO, UNICEF and the logistics cluster.
54. *Logistics Arrangements:* Imported food will be shipped to the port of Douala in Cameroon and forwarded to WFP's warehouses in the Central African Republic. The Government has made four warehouses available to WFP with a total capacity of 7,700 mt. Logistics bases have also been built, increasing total storage capacity in the country to 11,700 mt.
55. WFP will be responsible for transporting food from the extended delivery points (EDPs) to distribution centres. Cooperating partners will be responsible for the food distributions. Difficulties in accessing isolated areas, the scarce number of private transporters and the poor condition of roads, especially during the rainy season, translate into high transport costs. Landside transport, storage and handling (LTSH) is expected to be US\$542 per mt including US\$321 for landside transport. As lead agency in the logistics cluster, WFP will harmonize shipments between agencies and partners in order to keep costs down.
56. Given the serious difficulties in reaching many parts of the country, the delivery of food to the distribution sites will require special arrangements. WFP has set up a special operation partially compensating for the weakness of the private sector. Thirty trucks, each with a capacity of 4.5 mt, will support WFP interventions. The Commodity Movement Processing and Analysis System (COMPAS) is used in the country office and sub-offices.
57. *Procurement:* Depending on availability, WFP will prioritize local and regional purchases in an effort to support economic recovery. Initiatives are underway with a local company to supply corn flour. WFP will explore possibilities to purchase sorghum in DRC, southern Sudan and Cameroon.
58. *Associated costs:* Although the total budget of the proposed PRRO 200050 is similar to the previous PRRO 101892, there has been a slight increase in direct support costs (DSC) and other direct operational costs (ODOC). This is due to a number of factors: i) security upgrade measures to ensure compliance with minimum operating security standards; ii) strengthened staffing structure to ensure efficient implementation of the operation in a challenging environment as well as a full engagement in the newly established integrated United Nations mission; and iii) a depreciation of the US dollar against the local currency linked to the euro at a fixed rate.

## **PERFORMANCE MONITORING**

59. Monitoring and evaluation activities will be conducted according to the results-based management (RBM) approach. WFP will improve monitoring and evaluation (M&E) through training sessions for partners. Distributions will be monitored monthly, and baseline surveys will be conducted in collaboration with partner NGOs and agencies during the first six months of 2010. Together with FAO, WFP will work to strengthen the food security monitoring system, including monitoring the food basket and markets. WFP, together with UNHCR, will evaluate the food and nutritional security of refugees living in camps.
60. The logical framework (Annex II) summarizes the indicators to be used to measure results. The M&E plan will detail the modalities for monitoring and evaluation, the results chains, the reporting chains and the modelling of implementation for each activity. Food aid monitors and partners will collect monthly data broken down by beneficiary category, sex, age and group. An independent evaluation of the project will be conducted in March 2011.

## **RISK ASSESSMENT AND CONTINGENCY PLANNING**

### **Risk assessment**

61. Risks to achieving objectives include: increased insecurity, inconsistent government participation and resources, and a severe natural disaster such as drought. Lack of adequate and sustained funding for WFP and/or major partners could constrain implementation of the programme. Parliamentary and presidential elections scheduled in 2010 could lead to more violence.
62. The situation in the Central African Republic is linked to the prevailing security situation. The Government's capacity and willingness to negotiate are basic factors to be taken into account, but important also is the regional context and more specifically the risks arising from conflicts in neighbouring countries and refugee movements to the Central African Republic. The evaluation of risks will be facilitated by the regional early-warning system set up by the WFP Regional Bureau. This will make it possible to anticipate crises by analysing a variety of indicators, including socio-economic ones.

### **Contingency planning**

63. The Inter-Agency Contingency Plan includes a range of scenarios, from dialogue leading to a period of stability, to intensified political conflict, ethnic tensions, the spread of regional crises resulting in additional population movements. The plan maps out aid agencies' preparations to respond to such emergencies. Together with its counterparts in Chad and Cameroon, the HDPT in CAR has also developed a regional contingency plan, as political and security developments in the three countries are closely linked.
64. In the event of a major crisis, WFP early recovery activities will be suspended and corresponding resources will be used for emergency response. Such arrangements will be made following a rapid needs assessment involving United Nations agencies and a request from the Government.

## **SECURITY CONSIDERATIONS**

65. Three main threats are considered: i) the presence of several armed rebel groups in the north fighting one another over leadership; ii) the presence of criminal groups and bandits fuelling violence; and iii) difficulties in accessing operational zones by air or by road. Since 2002, United Nations security phases 2, 3 and 4 have been in place in the Central African Republic. WFP will ensure compliance to minimum operating security standards (MOSS).

## **APPROVAL**

---

Josette Sheeran  
Executive Director

Date\_\_\_\_\_



## ANNEX IA

BREAKDOWN OF PROJECT COSTS			
	Quantity ( <i>mt</i> )	Average cost per mt ( <i>US\$</i> )	Value ( <i>US\$</i> )
<b>COSTS</b>			
<b>Direct operational costs</b>			
<b>Food</b>			
Cereals	26,394	327	8,629,366
Pulses	4,163	387	1,611,060
Oil and fats	2,673	854	2,283,022
Mixed and blended food	8,842	462	4,085,004
Sugar	1,627	615	1,000,605
Salt	408	100	40,848
<b>Total food</b>	<b>44,107</b>		<b>17,649,905</b>
External transport			4,597,942
ITSH			9,741,519
Landside transport			14,180,029
LTSH			23,921,548
Other direct operational costs (ODOC)			2,995,171
Direct support costs (DSC)			10,568,486
<b>A. Total direct operational costs</b>			<b>59,733,052</b>
<b>B. Indirect support costs (ISC) 7.0 %</b>			<b>4,181,314</b>
<b>TOTAL WFP COSTS</b>			<b>63,914,366</b>

## ANNEX IB

### DIRECT SUPPORT REQUIREMENTS (*dollars*)

	<b>Total</b>
<b>Staff</b>	
International professional staff	5,408,055
Local staff - national officer	652,140
Local staff- general service	294,342
Local staff - temporary assistance	968,412
Local staff - overtime	52,000
Hazard pay and hardship allowance	519,330
United Nations volunteers	336,000
Staff duty travel - actual costs	491,218
<b>Subtotal</b>	<b>8,721,497</b>
<b>Recurrent costs</b>	
Rental of facility	98,546
Utilities (general)	66,194
Office supplies and other consumables	139,500
Communications and IT services	169,000
Equipment repair and maintenance	102,500
Vehicle running cost and maintenance	284,021
Office set-up and repairs	40,000
<b>Subtotal</b>	<b>899,761</b>
<b>Equipment and other fixed costs</b>	
Vehicle leasing	275,400
TC/IT equipment,	231,428
Local security costs planning	440,400
<b>Subtotal</b>	<b>947,228</b>
<b>Total Direct Support Costs</b>	<b>10,568,486</b>

## ANNEX II: LOGICAL FRAMEWORK

Results chain	Performance indicators	Risks and assumptions
<b>OVERALL OBJECTIVE</b>		
Provide immediate humanitarian assistance to people affected by conflict and displacement while contributing, with partners, to the peace consolidation process through early recovery measures targeted to most vulnerable populations.	<ul style="list-style-type: none"> <li>Prevalence of food-insecure households (less than 30%)</li> </ul>	
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<p><b>Outcome 1.1</b> Food consumption by IDPs, returnees, refugees and other vulnerable populations benefiting from WFP assistance is improved.</p> <p><b>Outcome 1.2</b> Reduction of acute malnutrition in children under 5 and pregnant and lactating women in targeted affected areas.</p> <p><b>Outcome 1.3</b> Reduction of mortality in children under 5 in targeted affected areas.</p> <p><b>Common output for outcome 1.1/1.2/1.3:</b> Food and non-food assistance is provided on a timely basis and in sufficient quantity and quality to IDPs, returnees, refugees and other targeted vulnerable populations.</p>	<ul style="list-style-type: none"> <li>Food consumption score exceeds 24 for 80% of IDPs, returnees, refugees and other targeted vulnerable populations</li> <li>Prevalence rate of acute malnutrition in children under 5 - weight for height (below 10%)</li> <li>Mid-upper arm circumference (MUAC) of women of reproductive age</li> <li>Mortality rate of children under 5 (below 172 per 1,000 live-births)</li> <li>Number of beneficiaries of WFP food and nutritional assistance by category, age group and gender compared with percentage planned</li> <li>Quantity of food distributed by beneficiary category and commodity compared with the percentage planned for distribution</li> <li>Quantity of non-food items distributed compared with percentage planned for distribution</li> </ul>	<p>A worsening of the political and military crisis in the country's north and southeast could prevent the operation from being implemented</p> <p>Insecurity preventing the delivery and distribution of food</p> <p>Difficulties in accessing conflict zones to identify beneficiaries and distribute food</p>

Results chain	Performance indicators	Risks and assumptions
<b>Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations</b>		
<p><b>Outcome 3.1</b> Enrolment of pupils (boys and girls including IDPs, returnees and refugees) in targeted schools is stabilized at pre-crisis levels.</p> <p><b>Output 3.1</b> WFP food assistance is regularly provided in sufficient quality and quantity to beneficiaries in targeted schools.</p> <p><b>Outcome 3.2</b> Food consumption by targeted households and communities is improved during the period of assistance.</p> <p><b>Output 3.2</b> Food assistance is provided as part of FFA projects to conflict-affected households and communities returning to normal in order for them to rebuild their livelihoods and resume their productive activities.</p> <p><b>Outcome 3.3</b> Targeted communities have increased access to assets in fragile and transition situations.</p> <p><b>Output 3.3</b> Targeted groups have access to literacy and other training courses in order to manage their productive assets and neutralize the effect of shocks that can produce hunger in communities.</p>	<ul style="list-style-type: none"> <li>• Retention rate (80%)</li> <li>• Attendance rate by gender (80%)</li> <li>• Enrolment: annual average rate of change, by gender (Annual rate of increase of 6% met).</li> <li>• Number of schools assisted by WFP</li> <li>• Number of boys and girls receiving hot meals in primary schools benefiting from WFP assistance</li> <li>• Number of teachers and cooks receiving hot meals in primary schools benefiting from WFP assistance</li> <li>• Quantity of food delivered under the programme</li> <li>• Food consumption score (threshold=24)</li> <li>• Coping strategy index (diminished for 80% of the targeted population)</li> <li>• Quantity of food supplied to beneficiaries of the FFA component</li> <li>• Number of beneficiaries of the FFA component who restore their productive assets</li> <li>• Number of assets created or restored by targeted individuals or communities</li> <li>• Community Asset Score</li> <li>• Quantity of food supplied to beneficiaries of the FFT component</li> <li>• Number of beneficiaries and participants in training activities (by gender)</li> </ul>	<p>Renewal of insecurity preventing access to targeted areas and preventing communities from conducting their normal activities</p> <p>Access to beneficiaries is possible</p> <p>Schools are open in most parts of the country</p> <p>Complementary services are provided by government partners and NGOs</p>

### ANNEX III: LIST OF ACRONYMS

AfDB	African Development Bank
AGVSAN-RCA	Analyse Globale de la Vulnérabilité, de la Sécurité Alimentaire et de la Nutrition en République Centrafricaine
ART	Antiretroviral therapy
ARV	Antiretroviral
BMI	Body Mass Index
CAP	Consolidated Appeal Process
CFSVNA	Comprehensive Food Security, Vulnerability and Nutritional Analysis
CHAP	Common Humanitarian Action Plan
COMPAS	Commodity Movement Processing and Analysis System
CSB	Corn-Soya Blend
DDR	Disarmament Demobilization and Reintegration
DEV	Development Project
DRC	Democratic Republic of Congo
EDP	Extended Delivery Points
EU	European Union
FAMU	Food Aid Management Unit
FAO	Food and Agriculture Organization of the United Nations
FFA	Food for Assets
FFT	Food for Training
FLA	Field-Level Agreement
FSMS	Food Security Monitoring System
GAM	Global Acute Malnutrition
GDP	Gross Domestic Product
HDI	Human Development Index
HIPC	Heavily Indebted Poor Country
HDPT	Humanitarian and Development Partnership Team
IDP	Internally Displaced Persons
ICASEES	Institut Centrafricain des Statistiques, des Etudes Economiques et Sociales
IMF	International Monetary Fund
LRA	Lord's Resistance Army
LTSH	Landside Transport, Storage, and Handling
M&E	Monitoring and Evaluation
MCH	Mother and Child Health
MDG	Millennium Development Goal
MICS	Multiple-Indicator Cluster Survey
MOSS	Minimum Operating Security Standards
MRD	Ministry of Rural Development
MUAC	Mid-upper arm circumference
NGO	Non-Governmental Organization
NRC	Nutritional Recovery Centres
OCHA	Office for the Coordination of Humanitarian Affairs
PLHIV	People Living with HIV
PMTCT	Prevention of Mother-to-Child Transmission
PRRO	Protracted Relief and Recovery Operation
PRSP	Poverty Reduction Strategy Paper
RBM	Results-Based Management
TB	Tuberculosis
UNCT	United Nations Country Team
UNDAF	United Nations Assistance Framework
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFH	Weight for Height

ANNEX IV: MAP

