

Protracted Relief and Recovery Operation - Sri Lanka 200452
Supporting Relief and Recovery in Former Conflict-Affected Areas

SRI LANKA PRRO 200452	
Number of beneficiaries	325,000
Duration of project	24 Months: 1 January 2013 – December 31 2014
WFP food tonnage	28,176 metric tons
Cost (United States dollars)	
WFP food cost	US\$ 19,547,890
WFP cash/voucher cost	US\$ 3,934,976
Total cost to WFP	US\$ 34,799,036



EXECUTIVE SUMMARY

Sri Lanka's 26-year conflict between the Government and the Liberation Tigers of Tamil Eelam officially ended in May 2009. The conflict claimed over 60,000 lives, devastated physical infrastructure in the Northern and Eastern Provinces, left landmines contaminating arable land, and disrupted traditional livelihoods. The socio-economic prospects of the affected provinces have been further eroded by the impact of high food prices and natural disasters. Sri Lanka has experienced a number of severe natural disasters in the past decade including the 2004 Indian Ocean Tsunami, floods, droughts and landslides.

Although considerable progress has been made in recovery and resettlement of displaced populations, residual humanitarian and early recovery needs are still evident—especially with regard to food, shelter, livelihoods and basic social services. To address these particular needs, WFP will provide food and nutrition assistance to the most vulnerable, complementing government efforts. A protracted relief and recovery operation (PRRO) is needed until existing government social protection systems are fully in place and can provide extended coverage in remote areas of Northern Province.

This operation provides for livelihood recovery and nutrition interventions in all five districts of Northern Province for two years. Under the umbrella of the United Nations Development Assistance Framework (2013 – 2017), WFP will promote food and nutrition security, as well as contributing to disaster risk reduction and Millennium Development Goals 1, 2, 4 and 5.¹

More specifically, WFP assistance will be used to:

- Improve short-term food security by providing a safety net for the most vulnerable families (Strategic Objective 3);²
- Rebuild livelihoods of the most vulnerable communities in post-conflict situations through the creation of productive assets and agricultural/livelihood skills training (Strategic Objective 3);
- Reduce acute malnutrition in children from 6 to 59 months (Strategic Objectives 1 and 3);³
- Promote school attendance and retention of girls and boys, especially from displaced and returnee households (Strategic Objective 3); and
- Strengthen national capacities to address acute malnutrition, food insecurity and contribute to disaster preparedness and response capacity (Strategic Objective 5).⁴

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

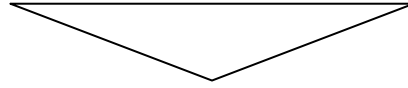
² Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

³ Strategic Objective 1: Save lives and protect livelihoods in emergencies.

⁴ Strategic Objective 5: Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase.



DRAFT DECISION* (only documents for EB approval)



The Board approves the proposed protracted relief and recovery operation Sri Lanka 200452 “**Supporting Relief and Recovery in Former Conflict-Affected Areas**” [(document reference: e.g. WFP/EB.)].

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



SITUATION ANALYSIS AND SCENARIOS

The Overall Context

1. Sri Lanka's 26-year conflict between the Government and the Liberation Tigers of Tamil Eelam which officially ended in May 2009 claimed more than 60,000 lives, devastated physical infrastructure in Northern and Eastern provinces, left landmines contaminating arable land and disrupted traditional livelihoods. The socio-economic prospects of the affected provinces have been further eroded by the impact of high food prices and natural disasters. Sri Lanka has experienced a number of severe natural disasters in the past decade including the 2004 Indian Ocean Tsunami, floods, droughts and landslides.
2. By February 2012, over 434,000 people had returned to Northern Province after years of displacement. However, a small number of internally displaced persons (IDPs) remain in camps awaiting return to their areas of origin.⁵ Though much progress had been made in the resettlement process, extensive recovery and reconciliation needs including demining, resolution of land ownership and improved access to services still remain pressing issues.
3. Sri Lanka, with a population of a little over 20 million people, ranks 97th out of 183 countries on the 2011 Human Development Index⁶ and 36th out of 81 countries on the Global Hunger Index.⁷ Per capita Gross National Income (GNI) in 2011 stands at US\$ 2,580⁸ meaning that the country has been elevated to lower middle-income status. However, regional disparities are pronounced with respect to poverty levels, incomes, infrastructure development, and institutional capacity. Socio-economic indicators in the Northern Province are among the worst in the country.

The Food Security and Nutrition Situation

4. The most recent Food Security Assessment (FSA)⁹ has shown improvements when compared with similar assessments undertaken in 2010 and April 2011. Nevertheless, approximately 40 percent of sampled households in Northern Province are severely or moderately food insecure. Approximately half of the population residing in Jaffna and parts of Mullaitivu and Kilinochchi are food insecure. Moreover, between 35 to 45 percent of returnee households in Vavuniya and Mannar are classified as severely or moderately food insecure. Over fifty percent of *all* food insecure households indicate their primary source of income as non-skilled daily labour—thereby limiting options to benefit from formal sector employment opportunities.
5. Recent returnee¹⁰ households in the province are highly indebted—mostly borrowing to repair damaged housing and to purchase tools and equipment for farming activities. At the same time, around 30 percent of these same households reported buying food on credit.

⁵ UNOCHA. February 2012. “Joint Humanitarian and Early Recovery Update,” Sri Lanka. The total number of IDPs still in camps is 6,038.

⁶ United Nations Development Programme (UNDP). *Human Development Report 2011*.

⁷ International Food Policy Research Institute, *Global Hunger Index 2011*.

⁸ World Bank Atlas 2012.

⁹ Government of Sri Lanka/WFP, , “Food Security in the Northern and Eastern Provinces of Sri Lanka”, June 2012

¹⁰ Recent returnee households are those that were resettled or relocated after May 2009 in contrast to other households that returned to their place of origin before May 2009 or who were never displaced



6. The nutrition situation in the Northern Province is worrying. The results of the recent FSA found that food insecure households were more at risk of having underweight children and women who deliver infants with low birth weight (LBW). Global acute malnutrition in the Northern Province has also steadily increased from 13 percent in 2009¹¹ to 15 percent in October 2010 and finally to 20 percent in October 2011—well above emergency thresholds.¹² Compared to the national average of 17 percent, stunting prevalence is higher in the Northern Province at 24 percent. The same holds for underweight where prevalence rates in Northern Province are higher (30 percent) than the national average (21 percent). Causal factors related to undernutrition are food insecurity, inadequate water and sanitation and poor infant and child feeding practices.¹³
7. This situation is exacerbated by a weakened health system in the North with resettlement packages not always including sufficient provision for access to safe water and sanitation. A national survey reported that only 40 percent of households had safe water and sanitation in Jaffna district.¹⁴ Micronutrient deficiencies are also cause for concern in Sri Lanka as a whole. Anaemia ranges from a high of 50 percent in infants to 25 percent among young children.¹⁵ The most recent vitamin A survey found 29 percent of children under 5 and 15 percent of women were deficient.¹⁶ The quality of iodized salt is problematic and 63 percent of pregnant women were found to have inadequate iodine levels.¹⁷

Scenarios

8. Residual humanitarian and early recovery needs require further attention especially among recent returnee populations and those still displaced in camps. To address these particular needs, WFP will provide food and nutrition assistance to the most vulnerable through this PRRO so as to support government efforts in the transition to more traditional development assistance. WFP assistance is needed until existing government social protection systems are fully in place and can provide extended coverage in remote areas of Northern Province.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

9. The Government's national development policy framework, *Mahinda Chintana*, places special attention on improving nutrition and food security. The Food Security Strategy of the Ministry of Agriculture (MoA) focuses on household food security, smallholder

¹¹ Sri Lanka Demographic and Health Survey 2006-7, Colombo, Sri Lanka, 2009.

¹² MRI/MOH and UNICEF, (2012), Assessment of Nutritional Status and Associated Factors in Northern Province 2011

¹³ Jayatissa, R and M. Hossaine, (2010), *Nutrition and Food Security Assessment in Sri Lanka 2009*, Medical Research Institute in collaboration with UNICEF and World Food Programme.

¹⁴ Ibid, 13.

¹⁵ *Nutrition and Food Security Assessment in Sri Lanka*, 2009.

¹⁶ The deficit refers to low serum vitamin A; clinical symptoms such as night blindness or Bitot spots were not detected; *Vitamin A Nutrition Status in Sri Lanka 2006*, MoH, MRI, 2006.

¹⁷ *Third National Survey on Iodine Deficiency Status in Sri Lanka- 2010*, MoH, MRI with UNICEF, 2011.



agricultural production and processing, enabling and supporting rural livelihoods, and national support programmes.

10. A National Nutrition Policy, along with a National Nutrition Strategic Plan (2009 – 2013), spells out an integrated and progressive life cycle approach aiming to reduce the inter-generational impact of malnutrition. The Nutrition Policy integrates food security issues and is jointly implemented by ministries such as MoA and Ministry of Health (MoH).
11. A Presidential Task Force (PTF) was formed in 2009 for Resettlement, Development and Security in the Northern Province. A PTF initiated Joint Plan of Action was drawn up collectively by United Nations agencies, national and international NGOs to focus on essential sectors.
12. In 2011 the World Bank in partnership with the MoH, initiated a two-year nutrition programme focused on improving infant and young child nutrition and care practices through establishing a network of mothers' groups and providing a small ration of supplemental food, made from locally available foods. WFP has supported developing the project and the lessons learned will be integrated into programming to address acute malnutrition.

Policies, Capacities and Actions of other Major Actors

13. Major actors in the field of food and nutrition security as well as livelihood assistance include the Asian Development Bank, Food and Agriculture Organization (FAO), International Fund for Agriculture Development (IFAD), United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), key donors and the World Bank. The activities are complemented by international and national non-government organizations (NGOs).

Coordination

14. At present only 45 percent of the total food insecure population in the Northern Province is assisted by the government safety net programme, *Samurdhi*. This programme has not yet been expanded to the resettled households in that province. WFP will continue its collaboration with FAO and UNDP through joint sector coordination in food security, agriculture and livelihoods. WFP will also strengthen its partnership with UNICEF and other actors to maximize the impact on nutrition interventions.

OBJECTIVES OF WFP ASSISTANCE

15. This PRRO will respond to residual humanitarian needs and early recovery in Northern Province in line with the 2013-2017 United Nations Development Assistance Framework (UNDAF). The PRRO contributes to Millennium Development Goals (MDGs) 1, 2, 4 and 5.
16. More specifically, WFP assistance will be used to:
 - Improve short-term food security by providing a safety net for the most vulnerable families (Strategic Objective 3);
 - Rebuild livelihoods of the most vulnerable communities in post-conflict situations through the creation of productive assets and agricultural/livelihood skills training (Strategic Objective 3);



- Reduce acute malnutrition in children from 6 to 59 months (Strategic Objectives 1 and 3);
- Promote school attendance and retention of girls and boys, especially from displaced and returnee households (Strategic Objective 3); and
- Strengthen national capacities to address acute malnutrition, food insecurity and contribute to disaster preparedness and response capacity (Strategic Objective 5).

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

17. WFP has actively responded to humanitarian crises and contributed to food security and nutrition objectives. Along with the Government and other key partners, WFP has led food security and nutrition assessments to guide policy and programme decision-making. The United Nations Cluster System, of which WFP is a member, has supported government efforts in addressing needs during the conflict, post-conflict and early recovery phases. WFP has helped build up the production capacity of *Thripasha*, a locally produced fortified blended food (FBF). WFP has been able to help protect and rebuild livelihoods, while strengthening government capacity to deal with emergency shocks and malnutrition related issues.
18. Under PRRO 200143, WFP provided returnee households with an initial six to nine months food package including flexible food-for-asset (FFA) work norms. Strong commitments to women have been one of the major achievements of WFP in Sri Lanka: from providing fortified food specific to nutritional needs of women and children to involving both women and men in FFA activities. Assessments have demonstrated that WFP food assistance is an important food source for returnee households.¹⁸
19. Among the lessons learned were the following: implementation of some FFA projects was constrained by lack of complementary Government funds; the distribution of pre-packed commodities for supplementary feeding would allow public health staff to use their time more efficiently; and a study of the root causes of acute malnutrition has been recommended.
20. A pilot voucher scheme using multi-purpose cooperative societies (MPCS) has been successful in fostering purchase of locally produced rice and other products and in simplifying logistics. Vouchers were more cost efficient than food in the month of April through May 2012, with an alpha value of 0.94. A simplified cost effectiveness analysis produced an Omega Value of 1.15, indicating that each dollar invested in a voucher-based assistance had a higher nutritional value for the beneficiaries. The significant reduction in household's median expenditure on food seems to indicate a greater food access to food insecure households who are below poverty line. The analysis of the commodities (types and quantities) purchased by the cash voucher beneficiaries during 2012 shows that they opted for increased diversification of the food basket.

Strategy Outline

21. Based on the findings from a series of food security and nutrition assessments, as well as consultations with government counterparts and other United Nations agencies on the scope and targeting of food assistance, WFP will use PRRO 200452 to address food and

¹⁸ “Food Security in Northern, Eastern, and North Central Provinces” April 2011



nutrition security needs in all five districts of Northern Province for the next two years. The modalities to be used are:

22. **General Food Distribution (GFD)** This targets food severely insecure households below the poverty line and acts as an unconditional safety net programme to reduce their food insecurity.
23. **Conditional Transfers** through food or vouchers for asset creation and for training will be implemented to reach out to the moderately food insecure and income-poor households. WFP will introduce packages of Food for Assets (FFA) and Food for Training (FFT) activities applicable for different vulnerable groups as follows:
 - **LTFFA (Low Technology FFA):** During the *Yala* season (April - August), LTFFA will assist food insecure households who have no access to land and other livelihood sources. It will be a transitional intervention to address the short-term hunger and early recovery of people who are unable to engage fully in livelihood activities.
 - **FFA for Livelihood support and disaster risk reduction/preparedness:** Agricultural support activities such as development of farmlands, improvement of farm access roads, and rehabilitation of small-scale irrigation systems will be implemented through FFA schemes. Rehabilitation of community infrastructure will also provide improved access to markets and water for food insecure vulnerable households. Since the areas are particularly prone to natural disasters due to damaged infrastructure such as irrigation and drainage systems, FFA will help to reduce disaster risks through various activities. These include tree planting at tank catchments and irrigation canals, establishment of water harvesting structures, improvement to irrigation systems, and construction of flood protection bunds and community food storage units.
 - **Income generation through FFT:** There is a need for the Government and partners to provide vocational training to enhance employability as well as income generation skills, to which WFP will contribute through FFT schemes.
24. **Nutrition** activities will focus on the prevention and treatment of MAM in infants and young children. Given the high levels of GAM throughout the districts in year one, the programme will cover all areas with MAM treatment interventions and hand over better-off areas (those with lower GAM levels) to MoH in the following year by which time its capacity is expected to have increased.¹⁹ The Nutrition component will be integrated into the MoH primary health care system.
25. **The School Meals Programme (SMP)** will continue to be implemented in the Northern Province where primary education has been affected by conflict. The SMP represents a sturdy safety net providing children with daily nutritious meals at school, while addressing the issue of short-term hunger and the retention of children in schools. WFP will coordinate with UNICEF and other partners to facilitate the provision of an integrated package including de-worming, micronutrient supplementation and water and sanitation programmes, to re-establish a healthy school environment. A pilot project more closely linking the schools and school meals programme with health inspectors and MOH midwives is planned for Vavuniya district.

¹⁹ Baseline data on the prevalence of GAM and MAM at the district level will be available shortly when the World Bank project's baseline report is released.

26. **Strengthening national capacities** will focus on early warning, food security and nutritional assessment systems to prepare for and respond to natural disasters. Through a separate climate change initiative to be jointly implemented with UNDP, WFP will contribute to building stronger community level resilience to drought and floods. WFP will contribute to strengthening the capacity of MPCS under voucher modality including development of an electronic voucher system that will help expand in disaster-prone areas and also support as WFP's handing over strategy.

Hand-Over Strategy

27. While the Ministry of Economic Development (MoED) is expanding coverage of its social safety net programme (*Samurdhi*) in Northern Province, food insecure groups will be assisted through GFD food and vouchers. In the longer term, this component will be incorporated into the government programme. At the same time, discussions related to the multi-sectoral nutrition plan include strategies to use government resources such as food stores as part of poverty programming and boosting the diets of low-income groups. WFP will continue to participate in these discussions in order to link its work in recovery in the North to government poverty alleviation programmes.
28. During the second year of PRRO 200452 a food security and nutrition assessment will be conducted to assess its effectiveness and also to identify locations still in need of WFP recovery assistance. Hand over of the MAM treatment programme to MoH is envisaged as production of fortified blended food (FBF) increases, MoH staff capacity improves, and the service is incorporated as a core health activity.
29. The close collaboration of WFP and MoH with the World Bank project underpins the phase-out of the preventive supplemental food. This project provides the education and resources to make nutritious supplemental foods from local ingredients along with the information on nutrition for pregnancy and infant and young child feeding.
30. WFP-supported SMP will be phased out in the course of PRRO 200452. The government SMP is expected to expand its coverage to the North from 2014 onwards. Students in grades 1–9 will continue to be supported in year one, but PRRO assistance will be reduced to grades 1–5 in year two in line with the WFP policy. Parents and communities will be empowered to nurture a sense of ownership and provide support for SMP in their respective areas using their own local products and resources. Some schools in urban and food secure areas also may graduate from WFP support in the course of this PRRO. To facilitate a smooth transition, WFP will provide capacity building to the Ministry of Education (MoE).

BENEFICIARIES AND TARGETING

31. This operation will target households that are severely food insecure with a per capita income less than half of the Rp. 3,600 (equivalent to about US\$28) poverty line through the GFD. Beneficiaries will be identified through a targeting process in cooperation with local authorities and community groups as well as NGOs, using standardized food security indicators and criteria. They are expected to number approximately 70,000 people in Northern Province comprising war widows/widowers, female heads of household, the disabled, and recent returnees. An additional 5,000 returnees from IDP camps and 5,000 returnees from India²⁰ will also receive GFD bringing the total planning number to 80,000 most vulnerable persons. No provision has been made for WFP

²⁰ United Nations High Commission for Refugees (UNHCR)/Government facilitated refugee returnees from India and other countries are entitled to a WFP GFD ration for the period of six months.



assistance in Eastern Province, comprising the districts of Batticaloa, Ampara and Trincomalee. Hostilities in these areas ceased in 2007. The process of sustainable development is on-going, under-pinned by the Government's Samurdhi safety net programme. This being said, WFP will continue to monitor the food situation in Eastern Province.

TABLE 1: BENEFICIARIES BY ACTIVITY – 2013 -2014

Activity	2013			2014			Adjusted Total 2013 - 2014 **
	Male	Female	Total	Male	Female	Total	
GFD	28,000	28,000	56,000	5,000	5,000	10,000	35,500 * ²
GFD: voucher	12,000	12,000	24,000	7,500	7,500	15,000	24,000 * ³
Low-technology FFA * ¹	15,000	15,000	30,000	5,500	7,000	12,500	15,000 * ⁴
Low-technology FFA - voucher * ¹	0	0	0	5,500	7,000	12,500	
FFA * ¹	11,000	14,000	25,000	5,500	7,000	12,500	12,500 * ⁵
FFA: voucher * ¹	0	0	0	5,500	7,000	12,500	
FFT * ¹	0	0	0	2,000	3,000	5,000	5,000
FFT: voucher * ¹	2,000	3,000	5,000	2,000	3,000	5,000	
SMP	80,000	80,000	160,000	50,000	50,000	100,000	160,000* ⁶
Nutrition: Children 6-23 months	17,500	17,500	35,000	17,500	17,500	35,000	47,000* ⁷
Children 24-59 months	10,000	10,000	20,000	10,000	10,000	20,000	26,000* ⁸
PLW	0	13,000	13,000	0	13,000	13,000	
TOTAL	161,500	163,500	325,000	103,000	107,000	210,000	325,000

*¹ Adjusted total taking into account beneficiary overlaps between programme activities. It is assumed that on average 50 percent of FFA and FFT beneficiaries are also receiving GFD food rations or vouchers.

*² (56000 X 0.6 overlap between the modalities) + 10000

*³ (24000 X 0.6 Overlap between the modalities) + 15000

*⁴ 50 % Overlap between modalities.

*⁵ 50 % Overlap between modalities.

*⁶ Same Beneficiaries targets only 1 -5 in 2014

*⁷ (35000+(0.5 X35000)) - (17500 X30 /100)

*⁸ (20000 /3) + 20000

32. LTFFA activities aim to assist households that are *moderately* food insecure and with a per capita income less than half the poverty line in rehabilitating community based infrastructure for meeting basic needs such as water, sanitation and education. These activities will target mainly the households returning after 2009 who have recently graduated from GFD. The works envisaged require mostly unskilled labour. Under FFA, beneficiaries who have graduated from low technology activities may be assisted. FFA activities may involve more technical rehabilitation of assets that require skilled labour inputs. FFT activities will particularly target widows/ widowers and female heads of household who are severely food insecure, unemployed or under-employed, and with a per capita income below the poverty line.²¹

²¹ Under-employment is wide spread in the North. Women are particularly more vulnerable as they are paid half of the daily wage rates of male counterparts.



33. Nutrition beneficiaries consist of pregnant and lactating women (PLW) and infants between 6 and 23 months, receiving a ration designed to prevent acute malnutrition; and children aged 24 – 59 months who are screened and moderately wasted.
34. Under SMP all schools in Northern Province will be supported by WFP. During the implementation of the PRRO, the schools will be progressively handed over to the Government.

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS

35. WFP will provide the commonly used staple foods in Sri Lanka according to the rations indicated in Table 2. Sugar will be removed from the ration at the end of PRRO 200143. WFP beneficiaries are able to purchase sugar themselves. The FFA/FFT rations of rice, pulses, vegetable oil, and salt have all been increased to be more nutritionally sensitive.
36. In order to prevent the common increase in acute malnutrition in children between 6 months and 24 months, *Supercereal plus* will be provided to all PLW (up to 6 months postpartum) and young children from 6 to 23 months throughout the five districts. In addition, in collaboration with MoH and UNICEF, acute malnutrition will be treated in children between 6 and 59 months with *Supercereal plus* according to international protocols. All nutrition beneficiaries will receive a 200g/day ration of *Supercereal Plus*.²² When the MoH's supplemental ration of 50g of *Thripasha* a day is available, the *Supercereal plus* ration will be reduced by 50g.
37. SMP beneficiaries will receive a daily mid morning meal. Government will provide complementary fresh food items such as vegetables and condiments to SMP beneficiaries.
38. Some GFD and FFT beneficiaries in 2013 will be provided with a voucher equivalent to the family food ration value in local markets, and by 2014 all GFD and more than half of FFA/FFT beneficiaries will receive assistance in the form of vouchers. In the Northern districts 69 percent of households use markets as a first or second source of rice, and 18 percent buy from MPCs.²³ The FSA results clearly show that functioning markets exist.

TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY (g/person/day)								
	GFD	FFA (Low tech)	FFA	FFT	PLW	Children 6-23 months	Treatment of MAM Children 24- 59 months	SMP
Rice	400	500	600	500				75
Pulses	100	120	100	120				35
Vegetable oil	25	30	30	30				15
Salt	5	5	5	5				2
Supercereal Plus					200	200	200	

²² Note all children over six months of age will be screened for acute malnutrition, however, the children 6-23 months that are malnourished will already be receiving the same ration preventively. For these children, the additional treatments and services provided to cure acute malnutrition will be provided and they will be included in the monitoring system.

²³FSA, March 2012.



Cash/voucher (US\$/person/day)	0.34	0.42	0.44	0.42				
TOTAL	530	655	735	655	200	200	200	127
Total kcal/day	2,015	2,421	2,788	2,421	752	752	752	524
% Kcal from protein	11.1	11.1	10.1	11.1	16.3	16.3	16.3	11.5
% Kcal from fat	12.5	12.2	11	12.2	19	19	19	27
Number of feeding days per year or per month (as applicable)	180	90	90	180	180	360	60-90	202

TABLE 3: TOTAL FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY (mt)					
	GFD	SFFW/FFA/ FFT	Nutrition	SMP	Total (mt)
Rice	4,752	4,267		3,939	12,958
Pulses	1,188	876		1,838	3,902
Vegetable oil	297	236		788	1,321
Iodized Salt	59	39		105	203
Super cereal plus			9,792		9,792
Cash/voucher (US\$)	2,412,423	1,522,553			
TOTAL	6,296	5,418	9,792	6,670	28,176

IMPLEMENTATION ARRANGEMENTS

Participation

39. Each household may participate in FFA/FFT activities for a maximum of 22 days per month, up to three months each year, over two years. These interventions are planned during the lean season and will not overlap with GFD beneficiaries at the same time. In this way, project and food distribution cycles will be coordinated to ensure that the most vulnerable and food insecure households have opportunities to engage in seasonal livelihood activities. Rural women's development societies and other community based women's groups will take an active role in beneficiary selection, community mobilization and project implementation of the above activities throughout the process. FFT activities will seek the participation of jobless war widows/widowers and female heads of household. Selection of Nutrition beneficiaries will be based on clinical data, although attempts will be made to link these beneficiaries with other WFP supported activities such as FFA/FFT.

Partners

40. WFP will continue to work in partnership with United Nations agencies, Government, NGOs and community based organizations (CBOs). The MoED is WFP's main



coordinating counterpart for activities including logistics. Other government partners will include the MoH, MoE, MoA, and Ministry of Forestry and Co-operatives. In addition, the Hector Kobbekaduwa Agrarian Research and Training Institute (HARTI), the Medical Research Institute (MRI) and the Institute of Health Policy will collaborate in the conduct of food security, nutrition and health assessments. Cooperation with UNICEF, World Bank and MoH will be further strengthened to tackle issues of malnutrition, health and sanitation. FAO, IFAD, UNDP and NGOs are key partners for agricultural and livelihood recovery and vocational training activities. UNHCR also assists returnees to re-establish livelihoods.

Transfer Modalities

41. Findings of both a 2010 Trader Survey and 2012 Comprehensive Food Security Assessment (CFSA) show that food insecurity in the Northern Province is mostly determined by (economic) access issues – rather than food availability issues – and hence a market-based intervention appears feasible and appropriate. While markets are still recovering, an extensive network of MPCS outlets exists—to be used as voucher redemption points. Compared to private traders, MPCS offer lower sale prices for a given type and quality of food. Introduction of electronic vouchers, most likely through a smart card mechanism, could also be linked eventually to government safety nets as they move in that direction as well.

Capacities

42. Capacities of MPCS and District Management Units will be strengthened to enhance reporting and monitoring capabilities of the partners.
43. Although MoH personnel are trained in the treatment of MAM, refresher training is needed and will be provided along with updated guidelines and materials. Establishing a referral system linking malnourished children identified in communities to MoH outreach clinics is envisaged to ensure timely identification and home-based follow-up.

Non-Food Inputs

44. Cooperating partners, including key government departments and NGOs will provide technical support, as well as complementary resources, mainly for FFA, FFT and SMP activities. WFP will provide partners with other non-food inputs necessary to implement WFP-supported projects.

Environmental Impact

45. FFA activities will be formulated to include preventive and mitigation measures that contribute to environmental stabilization.

Logistics

46. In-country transport will be undertaken by the MoED or using WFP-contracted trucks. The Government will cover the costs of landside transport, storage and handling for the SMP, nutrition and FFA/FFT activities, while WFP will bear the costs for targeted relief distribution. The Commodity Movement Processing and Analysis System (COMPAS) will track all food handled under PRRO 200452. MoED in cooperation with WFP will provide logistical support for food commodities and non-food items at delivery points such as district warehouses and MPCS outlets.



Procurement

47. WFP will procure food from the most cost-effective source, whether international, regional or local. Under PRRO 200452 it is planned to purchase *Supercereal plus* internationally as long as there are deficiencies in quantity and quality of national production. WFP will purchase other locally available food commodities for this operation, aiming to increase the amount as market conditions permit.

PERFORMANCE MONITORING

48. The Monitoring and Evaluation (M&E) system will involve multi-stakeholder inputs and participation. WFP, in coordination with the MoED, will ensure performance monitoring for the PRRO. WFP's monitoring guidelines will be used and aligned with UNDAF.
49. A small assessment is planned to facilitate the integration of WFP indicators into common WFP/MoH reporting forms, to ensure adequate tracking of the treatment of MAM. Developing a database of monthly acute malnutrition screening data is planned in order to provide a basic surveillance system.
50. At the same time, a number of village sentinel sites that are vulnerable or more sensitive to changes in food security will be selected for bi-monthly monitoring. A representative sample of households will be interviewed with a short questionnaire to monitor food security. In this way, more information on the vulnerabilities of the resettled population and the seasonality of food security will be learned complementing the more comprehensive food security assessments conducted, thereby supporting programme changes as needed and the targeting of WFP's and others' responses.
51. WFP's work to build the monitoring capacity of Government will be reviewed annually to assess monitoring strategies, tools and results. A self-evaluation will be undertaken at the end of PRRO 200452.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Hazard and Risk Assessment

52. WFP will regularly monitor risk factors that may impact implementation of activities. Identified risk factors together with their causes and effects will be analyzed and reviewed periodically. Their likelihood and impact will be assessed and mapped, and the adequacy of the mitigation controls in place determined. Major perceived risk areas such as resourcing, pipeline breaks, insecurity, programme implementation delays and partnership issues have been already captured and will be routinely analysed and responded to.

Contingency Planning

53. WFP is part of the United Nations inter-agency group that monitors and plans for contingencies under the United Nations Office for the Coordination of Humanitarian Affairs leadership. WFP will forge coordination and partnerships in contingency planning with the government disaster management authorities and local emergency response partners. In-country regular stock of food commodities will be promptly deployed as a contingency stock in case of emergencies.



Constraints and Assumptions

54. There are a number of structural constraints and factors that directly or indirectly contribute to food insecurity in the post conflict situation. Among them are the demining process, limited access to land for both residential and agricultural use, and lack of adequate social, health and education services and associated human resources. Any additional food requirements resulting from unpredictable political and socio economic factors will be addressed by a budget revision. Resourcing will be an ongoing challenge and will have an impact on capacity to implement the activities as planned. The capacity to provide technical support and advice in a timely and effective manner will be a challenge to reaching outcomes. Risks associated with the cash vouchers will be mitigated by setting clear selection criteria for beneficiaries, training of MPCS staff, while the electronic vouchers will be introduced gradually so as to allow WFP staff support the process based on an assessment of information technology capacity.

SECURITY CONSIDERATIONS

55. The United Nations Department of Safety and Security (UNDSS) has classified the northern region of Sri Lanka as Security Level 3 (moderate). WFP is fully compliant with WFP and UNDSS security standards. Periodic reviews of the security situation are conducted and action is taken as necessary to further strengthen the security standards and assure the safety of WFP staff, assets and operations. Additional provisions are included under PRRO 200452 to ensure full compliance in all sub-offices in the northern region.

RECOMMENDATION

The Board is requested to approve the proposed protracted relief and recovery operation Sri Lanka 200452.

Drafted by: [Giancarlo Stopponi] Country Office
Cleared by: [Mike Sackett] Country Office on 19/07/2012
Reviewed by: [Samir Wanmalij] Regional Bureau
Cleared by: [Kenro Oshidari] Regional Bureau on [27.7.2012]
Reviewed by: [name] Programme Cycle Unit (ODXP)



ANNEX I-A

PROJECT COST BREAKDOWN			
Food²⁴	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	12,958.00	4,778,944	
Pulses	3,902.00	1,791,018	
Oil and fats	1,320.00	1,445,400	
Mixed and blended food	9,792.00	11,515,392	
Others	204.00	17,136	
Total food	28,176.00	19,547,890	
Cash transfers		00 000	
Voucher transfers		3,934,976	
Subtotal food and transfers			23,482,866
External transport			1,128,906
Landside transport, storage and handling			488,685
Other direct operational costs			2,094,152
Direct support costs ²⁵ (see Annex I-B)			5,327,855
Total WFP direct costs			32,522,464
Indirect support costs (7.0 percent) ²⁶			2,276,572
TOTAL WFP COSTS			34,799,036

²⁴ This is a notional food basket for budgeting and approval. The contents may vary.

²⁵ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

²⁶ The indirect support cost rate may be amended by the Board during the project.



DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	1,539,201
International general service staff	00000
Local staff - national officers	454,000
Local staff - general service	451,628
Local staff - temporary assistance	606,750
Local staff – overtime	00 000
Hazard pay and hardship allowance	00 000
International consultants	00 000
Local consultants	00 000
United Nations volunteers	180,000
Commercial consultancy services	00 000
Staff duty travel	223,876
Subtotal	3,455,455
Recurring expenses	
Rental of facility	ANNEX 1B 60,000
Utilities	110,000
Office supplies and other consumables	200,000
Communications services	220,000
Equipment repair and maintenance	11,000
Vehicle running costs and maintenance	310,000
Office set-up and repairs	180,000
United Nations organization services	80,000
Subtotal	1,371,000
Equipment and capital costs	
Vehicle leasing	326,400
Communications equipment	35,000
Local security costs	140,000
Subtotal	501,400
TOTAL DIRECT SUPPORT COSTS	5,327,855

ANNEX II Logical Framework

Summary of Logical Framework of Sri Lanka PRRO (2013-2014)

Results	Performance indicators	Risks, assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
<p>Outcome 1</p> <p>Reduced or stabilized acute malnutrition in target groups of children and/or populations in IDP camps</p>	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 (weight-for-height as %) ➤ Supplementary feeding recovery rate ➤ Supplementary feeding defaulter rate ➤ Supplementary feeding non-response rate 	<ul style="list-style-type: none"> ➤ Access to timely, reliable mother child nutrition data to measure ➤ No civil disturbances or natural disasters during the project period
<p>Output 1.1</p> <p>Food and non-food items, cash transfers and vouchers distributed in sufficient quantity and quality to target groups of women, men, girls and boys under secure conditions</p>	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food, non-food items cash transfers and vouchers, by category, activity, transfer modality and as % of planned ➤ Tonnage of food distributed, by type, as % of planned distribution ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned distribution ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of actual distribution 	<ul style="list-style-type: none"> ➤ Sufficient funding available ➤ No pipeline breaks



Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
<p>Outcome 3.1</p> <p>Adequate food consumption over assistance period reached for target households, communities, IDPs and refugees</p>	<p>➤ Household food consumption score</p> <p>Target: 75% of the targeted beneficiaries will have improved food consumption scores over baseline</p>	<p>➤ Sufficient funding available</p> <p>➤ Stable food prices in the country</p> <p>➤ MPCS has quality food in sufficient quantities</p>
<p>Output 3.1</p> <p>Food and vouchers distributed in sufficient quantity and quality to target groups of women, men, girls and boys under secure conditions</p>	<p>➤ 75% of the targeted beneficiaries will have improved diet diversity over baseline</p> <p>➤ Number of women, men, girls and boys receiving food and vouchers, by activity, transfer modality and as % of planned</p> <p>➤ Tonnage of food distributed, by type, as % of planned distribution</p> <p>➤ Total food/cash equivalent of vouchers distributed</p>	<p>➤ No pipeline breaks</p> <p>➤ MPCS store variety of food items in adequate quantities</p>



<p>Outcome 3.2</p> <p>Reduced acute malnutrition in target groups of children and/or populations</p>	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 2 (weight-for-height as %) target: 3% reduction from existing rate ➤ Prevalence of acute malnutrition among children under 5 (weight-for-height as %) ➤ Supplementary feeding recovery rate ➤ Supplementary feeding defaulter rate ➤ Supplementary feeding non-response rate 	<ul style="list-style-type: none"> ➤ Government has adequate mechanism to monitor indicators ➤ No civil disturbances or natural disasters during the project period
<p>Output 3.2.</p> <p>Food and vouchers distributed in sufficient quantity and quality to target groups of women, men, girls and boys under secure conditions</p>	<ul style="list-style-type: none"> ➤ % of children below 5 and PLW received supplementary food vs. planned %, by activity, age group, sex ➤ % of tonnage of Supplementary Feeding distributed, by type, as of planned distribution ➤ Number of health centres assisted 	<ul style="list-style-type: none"> ➤ Sufficient funding and staff available
<p>Outcome 3.4</p> <p>Stabilized school attendance and retention of girls and boys, including internally displaced people and refugee returnees, in assisted schools.</p>	<ul style="list-style-type: none"> ➤ Retention rate <p>Target: 90% Retention rate in WFP assisted schools</p> <ul style="list-style-type: none"> ➤ Enrolment of girls and boys, including IDPs and refugees, in assisted schools stabilized at pre-crisis levels 	<ul style="list-style-type: none"> ➤ Pipeline breaks, partnership and logistic, procurement ➤ Government interested in SMP and provides the greenery money on time



<p>Output 3.4</p> <p>Food and vouchers distributed in sufficient quantity and quality to target groups of women, men, girls and boys under secure conditions</p>	<ul style="list-style-type: none"> ➤ % of tonnage of food distributed by type as of planned distribution ➤ Number of schools assisted ➤ Number of girls and boys receiving food, and non-food items as % of planned 	<ul style="list-style-type: none"> ➤ Sufficient funding ➤ No Pipeline breaks
<p>Outcome 3.5</p> <p>Increased access to assets in fragile, transition situations for target communities</p>	<ul style="list-style-type: none"> ➤ Community asset score 	<ul style="list-style-type: none"> ➤ Mechanism to monitor in place
<p>Output 3.5</p> <p>Developed, built or restored livelihood assets by targeted communities and individuals</p>	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food and vouchers, by activity, transfer modality and as % of planned ➤ Tonnage of food distributed, by type, as % of planned distribution ➤ Number of community assets created or restored by targeted communities and individuals, by type and unit of measure 	<ul style="list-style-type: none"> ➤ Sufficient funding available ➤ No pipeline breaks
<p>Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase</p>		
<p>Outcome 5.1</p> <p>Progress made towards nationally owned hunger solutions</p>	<ul style="list-style-type: none"> ➤ National Capacity Index (NCI), by hunger solution 	<ul style="list-style-type: none"> ➤ Sufficient funding and resources available ➤ Government interested in buy-in strategy



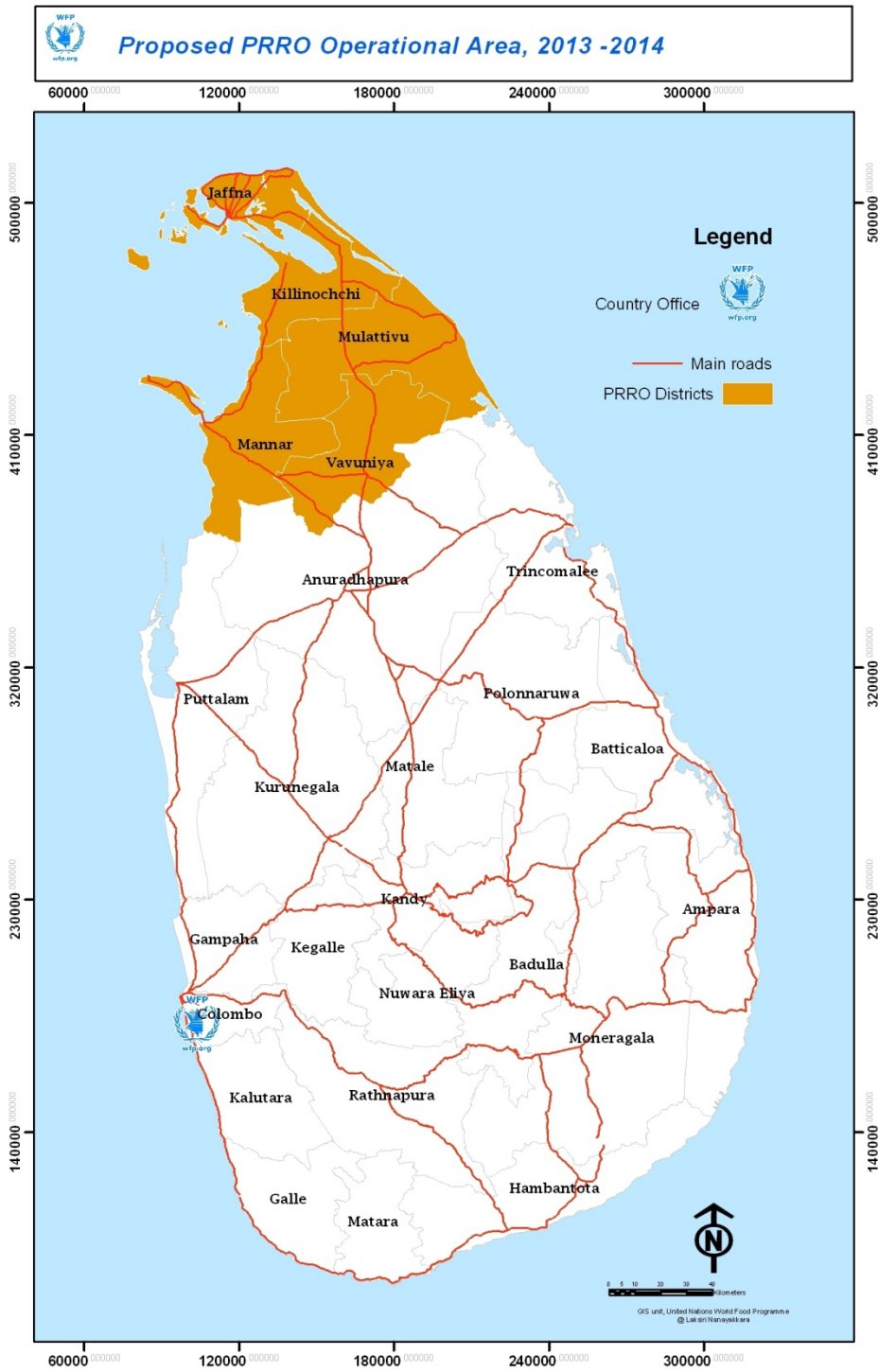
<p>Output 5.1</p> <p>Capacity and awareness developed through WFP-led activities</p>	<ul style="list-style-type: none"> ➤ Number of people trained in programme design and planning, implementation procedures and practices, disaggregated by category (national government and partner staff) ➤ Number of technical assistance projects conducted by WFP to strengthen the national capacity ➤ WFP expenditures for technical assistance to strengthen national capacity (US\$) ➤ Number of WFP-managed hunger solutions, systems and tools handed over to the National Government 	<ul style="list-style-type: none"> ➤ Sufficient funding and resources ➤ The Government has capacity and commitment to take over WFP-managed hunger solutions, systems and tools
---	---	---



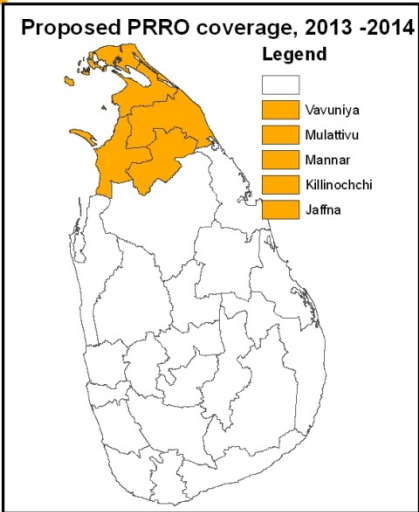
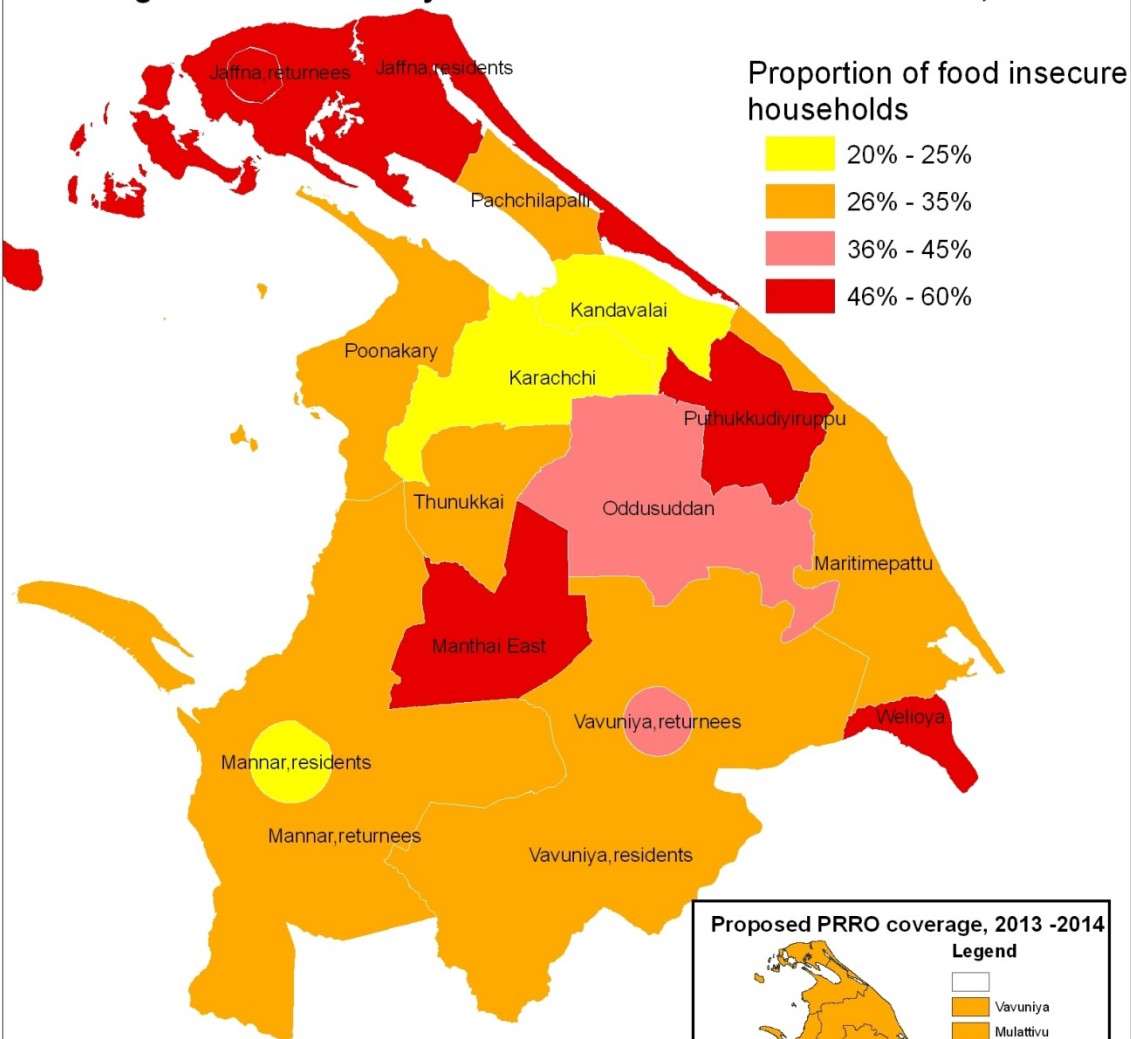
ANNEX III - List of Acronyms Used in the Document

CBO	community based organization
FAO	Food and Agriculture Organization
FBF	fortified blended food
FFA	food for assets
FFT	food for training
FSA	food security assessment
GAM	global acute malnutrition
GDP	Gross Domestic Product
GFD	general food distribution
HARTI	Hector Kobbekaduwa Agrarian Research and Training Institute
IDP	internally displaced person
IFAD	International Fund for Agriculture Development
M&E	monitoring and evaluation
MAM	moderate acute malnutrition
MDG	Millennium Development Goal
MoA	Ministry of Agriculture
MoE	Ministry of Education
MoED	Ministry of Economic Development
MoH	Ministry of Health
MPCS	Multi-purpose Cooperative Societies
MRI	Medical Research Institute
NGO	non-government organization
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
PTF	Presidential Task Force
SMP	school meals programme
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children Fund

ANNEX IV – Maps



Percentage of Food Insecurity Households in the Northern Province, Mar 2012



Note: Only Killinochchi and Mullaitivu districts were studied at high resolution where the results can be shown at Divisional Secretariat(DS) level. Rest of the districts were studied at District level.

In Jaffna, Mannar and Vavuniya two population groups were surveyed separately. The results of the majority group is shown as district shading and the minority group is shown as circular shading.

