



**Executive Board
Second Regular Session**

Rome, 22 - 24 May 1996

**PROTRACTED
REFUGEE AND
DISPLACED PERSON
PROJECTS
APPROVED BY THE
EXECUTIVE
DIRECTOR**

Agenda item 4 a)

PROJECT BURKINA FASO 5702
(WIS No. BKF 570200)

**Assistance to Tuareg refugees in
Burkina Faso**

Duration of project	One year
Total cost to WFP	2 677 885 dollars
Estimated total cost	4 102 635 dollars

All monetary values are expressed in United States dollars, unless otherwise stated.

E

This document is produced in a limited number of copies. Delegates and observers are kindly requested to bring it to the meetings and to refrain from asking for additional copies.

NOTE TO THE EXECUTIVE BOARD

1. This document is submitted for information to the Executive Board.
2. Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.
3. The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.
4. The WFP staff dealing with this document are:

Regional Manager:	V. Sequeira	tel.: 5228-2301
Desk Officer:	E. Togbé-Olory	tel.: 5228-2378
5. Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documents Clerk (tel.: 5228-2641).

BACKGROUND

1. The first arrivals of Tuareg refugees from Niger, and especially from Mali, were reported in Burkina Faso in 1991. There were 4,000 refugees in 1992 and 6,000 in 1993, but in 1994 their number reached 20,000 due to the intensification of hostilities between the national armies and the Tuareg movements. The results of a UNHCR/government survey indicate that in 1995 the figure increased to 38,955 (see Annex I), most of whom are settled in the country's northern provinces.
2. Malian authorities have fostered efforts to restore peace and to initiate actions to encourage the refugees to return to their countries. The prospects for the refugees' return to Mali are therefore favourable, but the repatriation process, which has not yet begun, will take time and will be gradual. Prolonged assistance to the refugees is therefore still necessary.
3. In close collaboration with UNHCR, WFP executed three emergency operations from 1992 to 1995 for the benefit of Tuareg refugees, at a total cost of 1,539,496 dollars.

GOVERNMENT'S REQUEST

4. The Government of Burkina Faso requested an extension of WFP food aid to Tuareg refugees for a 12-month period from 1 September 1995.

MEASURES TAKEN BY THE GOVERNMENT

5. The Government, which is continuing its open-door policy vis-à-vis the refugees, has also launched a public information campaign to explain the presence of the Tuareg refugees with a view to their being accepted by the local populations. In view of the coming repatriation, the Government has decided to reinforce its National Commission on Refugees and has asked the Malian authorities to reactivate the Tripartite Repatriation Commission (Government of Mali, Government of Burkina Faso and UNHCR).
6. The Government has made agricultural land available to the refugees; it has also provided them with emergency food aid and basic medical supplies through the National Solidarity Fund and the National Committee on Emergency Relief (Comité national de secours d'urgence (CONASUR)).



WFP EVALUATION

7. A joint WFP/UNHCR appraisal mission was in Burkina Faso from 19 to 29 June 1995. It visited the main refugee camps in order to examine the refugees' living conditions and formulate proposals for improved assistance.
8. It recommended emergency food aid for 33,000 of the camps' refugees, most of whom arrived in Burkina Faso totally destitute; all are benefiting from emergency food aid, apart from a few pastoralists who managed to bring their animals with them. Regarding the refugee populations settled in urban centres, the mission advised against providing them with emergency aid. What that group needs is a form of aid favouring their integration into the economic and social life of the country.

NUTRITIONAL AND HEALTH ASPECTS

9. Since 1991 the refugees' conditions have been viewed with serious concern by the Government and aid organizations in Burkina Faso; emergency aid operations were mounted to improve the refugees' nutritional and health status.
10. In November 1994, UNHCR conducted a first nutritional survey among refugee children, recording malnutrition rates of between 18 and 20 percent among children under five. In March 1995, when UNHCR undertook a second survey, that rate varied between zero and five percent. This marked improvement is to be attributed to the opening of health centres in the camps, to the rehabilitation of malnourished children, to nutrition and health monitoring, to a mothers' education programme and to vaccination campaigns.
11. The joint WFP/UNHCR appraisal mission noted that the health and nutritional status of the camps' populations had stabilized at a satisfactory level. Visits to the camps, analyses of registers and interviews with NGOs confirmed that the mortality rate (adults and children) is low, in fact below that of local populations. Moreover, there seems to be no seasonal variation in the malnutrition rates in the camps, whereas this phenomenon has been observed among the local population. Finally, the mission noted no specific illnesses or deficiencies among the refugees.
12. However, the situation requires that there be a systematic monitoring of the health and nutrition of the vulnerable populations, specially as regards children under five and expectant and nursing mothers, as well as a strengthening of activities in these areas.
13. The mission observed that the products making up the food basket were generally well accepted by the refugees, excepting sorghum, which the refugees do not know how to cook as it is not part of their dietary habits. Furthermore, the lengthy preparation required for beans poses a problem as it requires large quantities of fuelwood. The mission therefore recommended substituting sorghum with millet and rice and promoting the use of improved stoves. Rice will help make the ration more acceptable, because it is the



traditional substitute for meat and will help break the monotony of millet-based meals.

RATIONS AND OVERALL FOOD REQUIREMENTS

14. The individual daily food ration envisaged for the current project will consist of the following: 300 grams of millet, 100 of rice, 60 of beans, 25 of oil, 15 of sugar and five of iodized salt. The total caloric value of the ration is estimated at 1,847 kilocalories, of which 52 grams of proteins and 35 grams of fats. Complementary products, such as milk for the nutritional rehabilitation of children and tea, will be supplied by other donors (UNHCR, NGOs, etc.).
15. Total commodity requirements for 33,000 refugees for 12 months are as follows:

Products	Individual daily ration (grams)	Total requirements (tons)
Millet	300	3 614
Rice	100	1 205
Beans	60	723
Oil	25	301
Sugar	15	181
Salt	5	60
Total WFP commodities		6 084
Tea (supplied by UNHCR)	5	60
Total		6 144

DEVELOPMENT CONSIDERATIONS

16. The refugee population consists of nomad pastoralists, tradespeople, artisans and farmers.
17. Visits to the camps evidenced that refugees wish to carry on the activities they practised in their home country. Although income-generating activities are fairly limited (animal husbandry, commerce and, to a lesser extent, handicrafts and agriculture (mainly market gardening)), a large part of active refugees engage in a commercial activity such as the sale of animals or handicrafts, or small trade. It should be noted that mainly women are engaged in handicrafts. It is planned to organize these women and find outlets for their goods so as to generate revenue for them.
18. In order to promote animal husbandry, a system making it easier for the refugees to obtain loans to buy animals for fattening is being planned, as well as training in this kind of activity. Since animal husbandry is mostly conducted by women, any woman who is



interested will have access to loans to buy animals (one sheep each).

19. Regarding the development of commercial activities in the camps, a credit scheme for setting up village shops (one or two shops, depending on the camp's size) should be established. The participation of refugees, especially that of women, in start-up capital will be achieved through the contributions of small groups ("tontines"). Commercial activities will stand a better chance of success if they are supported by associations or purchasing and wholesale cooperatives, whose members will receive basic training in management and bookkeeping.
20. Staffing will be strengthened to enable women to sell their handicrafts more easily. UNHCR, NGOs and other partners can assist refugees either by helping them set up or improve handicrafts workshops (one for each camp if necessary) and train and organize artisans or by contributing to the creation of cooperatives whose role would be to purchase raw materials and market finished products.
21. The same partners will also assist in running literacy and vocational training programmes. Literacy concerns mainly women, whereas professional training is principally of interest to men.

PROJECT IMPLEMENTATION

22. The Government has set up a National Commission for Refugees which will monitor all activities concerning them. The Commission will be under the auspices of the Ministry of Foreign Affairs.
23. UNHCR will be entirely responsible for monitoring the refugee feeding operation. It will also assist with food distribution and in supplying shelters, water, sanitary equipment, health services and school facilities. UNHCR has redistributed some of these tasks between the following operational partners/NGOs: Faso Baara (shelters and infrastructure); Panafrican Centre for Social Promotion (health); CREPA (water and sanitation); Catholic Relief Services (CRS) (feeding, food and storage); ADRA and Delwende (agriculture, animal husbandry, forestry and education).
24. Coordination meetings are held regularly between the National Commission for Refugees, UNHCR, WFP, the principal donors and NGOs. Moreover, WFP international personnel in Burkina Faso will carry out regular field visits, thus allowing constant monitoring of food delivery and distribution.
25. Even though, for cultural and structural reasons linked to the organization of Tuareg populations, food must necessarily be handed over to the male heads of household, one of the main tasks of monitoring staff will be to ensure that food reaches all of the beneficiaries, particularly women and children. (see Annex II).
26. The number of registered refugees and beneficiaries and the quantities distributed will be notified monthly to the WFP office in Ouagadougou, which will adjust the level of deliveries accordingly. These data will be provided by CRS, the NGO responsible for distributing WFP food aid.



27. Aside from the Ouagadougou storage centre, two extended delivery points (EDPs) have been set up in Djibo and Gorom-Gorom, which should help improve the regularity of supplies and the overall food supply situation.
28. There are two options regarding WFP food shipments. If the stocks are imported, they will be shipped to the ports of Abidjan or Lomé for onforwarding to the three EDPs (Ouagadougou, Gorom-Gorom and Djibo). However, storage capacity there will need to be reinforced with the addition of mobile warehouses. Moreover, given that local markets can offer most of the products in the WFP food basket at competitive prices, these could be purchased locally and delivered to the EDPs. This strategy would allow substantial savings in transport costs. UNHCR would handle the transport of commodities from the EDPs to the camps, leaving distribution to CRS.

ORGANIZATION OF REFUGEES' REPATRIATION TO MALI

29. The Malian authorities are currently taking a number of initiatives aimed at encouraging the refugees to return to their own country. At the same time, WFP, UNHCR, bilateral donors and a number of NGOs have started preparing a programme providing for the repatriation and reintegration into their home country of all Tuaregs presently in Burkina Faso, Mauritania, Algeria and Niger.
30. In the case of refugees leaving Burkina Faso for Mali, it is planned to issue repatriation rations to assist them during their first three months of resettlement. Subsequently, rehabilitation works are planned with WFP participation in the form of food for work organized within the framework of project Mali 2231 (Exp.4). This project purposely includes a large unutilized reserve to be used for aiding Tuareg returnees. The first of these (returnees from Mauritania and Algeria) are already beneficiaries. If the current project Burkina Faso 5702 showed a substantial amount outstanding at the time of repatriation, the funds could be transferred to project Mali 2231 (Exp.4) so as to increase the food stocks destined for returnees from Burkina Faso.



PROJECT COSTS

31. Estimated project costs are as follows:

BREAKDOWN OF PROJECT COSTS

	Quantity (tons)	Value (dollars)
WFP COSTS		
a) Cost of food commodities		
– millet	3 614	795 080
– rice	1 205	361 500
– beans	723	224 130
– oil	301	270 900
– sugar	181	81 450
– iodized salt	60	12 000
Subtotal	6 084	1 745 060
b) Cash costs		
International transport, insurance and superintendence		512 373
c) Internal transport (three EDPs), storage and handling (53 dollars a ton)		
- internal transport		140 000
- storage		80 000
- warehouse management		53 450
- superintendence		9 000
- fumigation		15 000
- handling		25 000
Subtotal		322 450
d) Monitoring and logistic support		98 000
		(for details, see Annex III)
Total cost to WFP		2 677 885

COSTS TO UNHCR AND OTHER DONORS

e) Food commodities	133 300
f) Transport	161 750
g) Household goods	150 700
h) Water	80 000
i) Sanitary installations	25 000
j) Health	307 000
k) Shelters	79 000
l) Community services	54 000
m) Education	92 000
n) Agricultural production	89 000



BREAKDOWN OF PROJECT COSTS

	Quantity (tons)	Value (dollars)
o) Animal husbandry		121 000
p) Forestry		12 000
q) Income generation		17 000
r) Legal assistance		18 000
s) Operational support		85 000
Total cost to UNHCR and other donors		1 424 750
TOTAL PROJECT COSTS (WFP and others)		4 102 635

Cost to WFP as percentage of total cost: 65 percent.

DATE OF APPROVAL BY THE EXECUTIVE DIRECTOR

32. The project was approved by the Executive Director on 25 September 1995.



ANNEX I

ESTIMATED NUMBER OF REFUGEES IN JULY 1995

Total number of Tuareg refugees: 38,955, of whom 33,000 are destitute and will consequently benefit from WFP aid, and 5,955 who can be considered as able to provide for themselves.

DESTITUTE REFUGEES REQUIRING WFP AID				
	Girls	Boys	Total	
Children 0 - 5 years	2 127	2 482	4 609	(14%)
Children 5 - 15 years	4 790	6 441	11 231	(34%)
Women ¹			7 996	(24%)
Men			9 164	(28%)
Total refugees			33 000	

¹Women heads of households - see note on women in Annex II



ANNEX II

COMPLEMENTARY NOTE ON ASPECTS RELATING TO WOMEN

The appraisal and evaluation mission paid particular attention to aspects relating to women, trying in particular to identify ways of involving them in the distribution of food supplies.

Unfortunately, the mission ran into a major problem: the fact that the refugees are Tuaregs implies a very strict social structure and organization, and almost insurmountable cultural norms.

Moslems for the most part, Tuaregs observe very strict social rules concerning women. They must wear veils at all times, are not allowed to speak to men, etc..

Under the circumstances, it is obvious that the mission could not really suggest any kind of involvement for women in the distribution of food, and why that option was abandoned.

Nevertheless, it was considered necessary to provide special assistance to women in the fields of organization and training so as to:

- t) help them find outlets for their handicrafts;
- u) help them obtain credits to develop their sheep-rearing activities;
- v) provide literacy training to those who want it.

All these components should contribute to making the women self-sufficient since they will help them develop income-generating activities (see paragraphs 17 to 21).

For the above-mentioned reasons, the mission was unable to evaluate the number of women heads of households; the concept is almost non-existent in Tuareg society, or if it does exist, it is profoundly hidden. Tuareg tradition in fact requires that any woman who for some reason finds herself heading a family be put under the "tutelage" of a man (a brother-in-law, brother, cousin, relative, etc.).

In cases where it is difficult to operate such forms of "tutelage", such as the period of expatriation which the Tuaregs are currently experiencing in Burkina Faso, the role of family head/father substitute is taken over by the eldest son. He thus becomes the family's main intermediary with the outside world.

Therefore, even though statistics indicate that Tuareg refugees in Burkina Faso comprise 7,996 women and 9,164 men (see Annex I), only the latter have any dealings with relief organizations and it is therefore to them that WFP's rations must be delivered.

However, in the course of project monitoring, a local consultant will be mainly charged with making sure that food delivered to male chiefs/heads of households reach all beneficiaries, and particularly women and children.

ANNEX III

MONITORING AND LOGISTIC SUPPORT BUDGET*Dollars*

Salaries of local temporary personnel for monitoring and support (Monitoring agents, secretaries, drivers)	33 000
Travel and mission expenses	15 000
Office rent and allied costs	7 000
Office equipment and supplies	10 000
Vehicle maintenance and running expenses	15 000
Communications	10 000
Subtotal	90 000
Reserve - Headquarters support costs	8 000
Total	98 000

