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## PROJECTS FOR EXECUTIVE BOARD APPROVAL

### Agenda item 7

***For approval***



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## PROTRACTED RELIEF AND RECOVERY OPERATION— ETHIOPIA 6180.00

### Food Assistance for Refugees in Ethiopia and for Refugee Repatriation

Number of beneficiaries	248,595
Duration of project	Two years (April 2000 to March 2002)

Cost (United States dollars)	
Total cost to WFP	63,653,926
WFP food cost	25,367,635

### ABSTRACT

Refugees from Somalia settled in eastern Ethiopia in 1988 following escalation in the conflict in north-west Somalia. Another wave of refugees arrived in 1991 as a result of the fighting that led to the defeat of Siad Barre's Government forces in north-west Somalia. The first Sudanese refugees settled in western Ethiopia in the late 1980s. Insecurity in southern Sudan continues and in the last year an average of over 1,000 new refugees a month entered the four camps in western Ethiopia. Kenyan refugees arrived in southern Ethiopia fleeing ethnic conflict in northern Kenya in 1993. This Protracted Relief and Recovery Operation (PRRO) will provide food assistance to some 262,940 Somali, Sudanese and Kenyan refugees in Ethiopia in the year 2000 and to some 234,250 Somali and Sudanese refugees in 2001 and early 2002. WFP will also assist in the rehabilitation of refugee impacted areas and improve school enrolment, especially of girls. Food packages will be distributed to repatriating Kenyan and Somali refugees.

Refugees in Ethiopia have limited access to land or other sources of income and therefore rely on WFP food rations. Women comprise just under half of the refugee population in Ethiopia. In the Somali refugee camps, women head about 60 percent of the households. In the Sudanese camps about 20 percent of the households are headed by women. In order to maximize the impact of food assistance under this PRRO, WFP will ensure that women have a meaningful role in managing and distributing food aid in the refugee camps.

## NOTE TO THE EXECUTIVE BOARD

**This document is submitted for approval by the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2645).



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## ACRONYMS USED IN THE DOCUMENT

AIDS	Acquired immune deficiency syndrome
ARRA	Government of Ethiopia's Administration for Refugee and Returnee Affairs
CSB	Corn-soya blend
EDP	Extended delivery point
EMOP	Emergency operation
GDP	Gross domestic product
HIV	Human immune deficiency virus
JFAM	Joint food aid needs assessment mission
NGO	Non-governmental organization
PRO	Protracted refugee operation
PRRO	Protracted relief and recovery operation
STD	Sexually transmitted disease
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNV	United Nations Volunteer
WFH	Weight for height



## CONTEXT AND RATIONALE

1. Ethiopia is one of the poorest nations in the world, with a gross domestic product (GDP) per capita of US\$110 and ranking 172<sup>nd</sup> out of 174 in the 1999 United Nations Development Programme (UNDP) Human Development Index, a drop from 169<sup>th</sup> in 1998. On the Gender Development Index, which measures women's overall human development in society, Ethiopia also ranks very low, 124<sup>th</sup> out of 130. Ethiopia's economy is based on agriculture, which accounts for more than half of its GDP and 80 percent of total employment. Ethiopia suffers from frequent droughts, particularly in the eastern region, but also in pocket areas throughout the country. Crop losses suffered by farmers during the main *Meher* agricultural season in 1998 and a poor secondary *Belg*-harvest in 1999 led to a relief food requirement of over 600,000 tons for calendar year 1999. Poor cultivation practices and few irrigation systems compound the effects of poor weather conditions. The already bleak picture is exacerbated by the border war with Eritrea that erupted in May 1998.
2. Refugees from Somalia settled in Hartisheik, Rabasso, Daror and Camaboker camps in eastern Ethiopia in 1988, following escalation of the conflict in north-west Somalia. The other four eastern camps, Derwonaji, Teferiber, Aisha and Kebribeyah, were created to cope with a second wave of refugees, accompanied by Ethiopian returnees, who arrived in 1991 following the fighting that led to the defeat of Siad Barre's Government forces in north-west Somalia. As of September 1999, the Somali refugee population totalled 185,000.
3. The first Sudanese refugees settled in western Ethiopia in the late 1980s. Insecurity in southern Sudan continues and in the last year an average of over 1,000 new refugees a month entered the four camps, Dimma, Bonga, Fugnido and Sherkole, in western Ethiopia. As of September 1999, Ethiopia hosted 68,000 Sudanese refugees but due to the continuing influx, the planning figure for this PRRO is 90,000 for year 2000–01.
4. Kenyan refugees arrived in southern Ethiopia fleeing ethnic conflict in northern Kenya in 1993. Currently, Ethiopia provides refuge to 4,700 Kenyan refugees. This caseload is expected to return to Kenya in year 2000.
5. The World Food Programme (WFP) works directly with the Government of Ethiopia's Administration for Refugee and Returnee Affairs (ARRA) and the United Nations High Commissioner for Refugees (UNHCR) to provide emergency assistance to refugees in Ethiopia. For over a decade, WFP has provided emergency food aid to refugees in Ethiopia, to refugees repatriating to Somalia and Djibouti, and to Ethiopian returnees, through emergency interventions and protracted refugee operations (PROs). Relief is currently provided under PRO 5241.03—Food assistance for Somali, Sudanese, Djiboutian and Kenyan refugees in Ethiopia. At a total cost to WFP of US\$44,020,831, PRO 5241.03 was designed to provide 91,512 tons of food to 336,000 refugees over a period of 18 months ending 31 December 1999. Using mainly carry-over stocks, PRO 5241.03 will be extended until the start of this PRRO in April 2000.



6. Ethiopian refugees returning from Kenya and Somali refugees returning from Ethiopia were already assisted under an emergency operation (EMOP 5978) in 1998. The EMOP was designed to assist 16,000 Ethiopian returnees and 80,000 Somali repatriates at a cost to WFP of US\$6.5 million to supply 15,804 tons of food over a ten-month period.
7. Currently, approximately 257,000 Sudanese, Somali and Kenyan refugees receive WFP assistance on a monthly basis. The decrease in the number of beneficiaries in recent years reflects both results of revalidation exercises carried out in the camps in 1994, 1997 and 1999 by UNHCR, ARRA and WFP, and the voluntary return of refugees from Djibouti, Kenya and Somalia. Food assistance to refugees from Djibouti was phased out in March 1999.

### Needs Assessment

8. Between 26 April and 7 May 1999, a joint WFP/UNHCR food aid needs assessment mission (JFAM), with donor and Government of Ethiopia participation, reviewed the implementation of the ongoing PRO. The JFAM studied the socio-economic, health and nutritional situation of refugees in six of the eight Somali refugee camps (Rabasso, Camaboker, Derwonaji, Teferiber, Hartishek and Kebribeyah) and three of the four Sudanese camps (Fugnido, Bonga and Sherkole). Its recommendations on future food aid requirements are included in this PRRO.
9. The JFAM found that the overall health situation of the refugees in Ethiopia was satisfactory and observed a general improvement in the nutrition situation in all the camps assessed compared to 1997 findings. However, Hartishek and Kebribeyah camps in eastern Ethiopia reported an increase in the number of children in selective feeding programmes. This increase was attributed to severe drought conditions, newly-registered refugee caseloads, discontinuation of the blanket feeding programme and insufficient outreach by the health team.
10. Results from the 1998 joint UNHCR, WFP and ARRA nutritional survey also indicated that, while there was a general improvement in the nutrition of the refugees compared to 1997, malnutrition in the Aisha camp in the east, and Bonga and Fugnido camps in the west, continued to be a problem.

#### 1997-98 JOINT NUTRITIONAL SURVEY RESULTS

Camps	1997 Malnutrition rates			1998 Malnutrition rates		
	<70% weight for height (severe malnutrition)	<80% weight for height (acute global malnutrition)	Remarks	<70% weight for height (severe malnutrition)	<80% weight for height (acute global malnutrition)	Remarks
<b>East</b>						
Hartishek	2.3	12.3	Poor	1.68	9.38	Satisfactory
Kebribeyah	2.2	15.0	Poor	0.88	8.18	Satisfactory
Derwonaji	2.1	18.0	Poor	1.42	8.82	Satisfactory
Teferiber	1.7	16.4	Poor	0.53	7.03	Good
Camaboker	1.3	11.3	Border Line	0.98	11.78	Border Line



1997–98 JOINT NUTRITIONAL SURVEY RESULTS
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Camps	1997 Malnutrition rates			1998 Malnutrition rates		
	<70% weight for height (severe malnutrition)	<80% weight for height (acute global malnutrition)	Remarks	<70% weight for height (severe malnutrition)	<80% weight for height (acute global malnutrition)	Remarks
Rabasso	0.5	8.5	Satisfactory	0.99	6.46	Good
Daror	1.1	9.0	Satisfactory	0.99	5.89	Good
Aisha	1.4	19.2	Poor	0.43	15.13	Serious
<b>West</b>						
Bonga	1.6	14.2	Serious	1.94	20.04	Serious
Fugnido	4.2	27.2	Alarming	2.21	16.01	Serious
Dimma	1.3	10.8	Satisfactory	0.97	9.07	Satisfactory
Sherkole	2.7	13.7	Serious	0.56	5.46	Good

11. Somali refugees live in a semi-arid climate, characterized by unreliable rainfall and scarcity of arable land. Up to 45 percent of the refugee households maintain backyard gardens compared to no more than 10 percent in 1997, while others engage in trade to supplement their income. Progress towards self-sufficiency is hindered by drought conditions. According to a study conducted by Save the Children Fund-UK (SCF-UK) in August 1999, cereal prices in the region increased by over 40 percent compared to the same months in 1998. Additionally, the overall condition of livestock is poor.
12. Although up to 76 percent of the Sudanese refugee households in Bonga, Fugnido and Dimma camps cultivate backyard gardens, the 1999 joint food aid needs assessment mission found that, due to the limited size of each plot, not enough additional food is produced to justify a significant decrease in the food aid ration. In fact, the mission recommended an increase in these three camps.

## BENEFICIARIES

13. The total number of refugees receiving assistance under this project in year 2000–01 is estimated at 262,940 (90,000 Sudanese refugees, 169,000 Somali refugees and 3,940 Kenyan refugees). In year 2001–02 the expected number of beneficiaries will be 234,250 (105,000 Sudanese refugees and 129,250 Somali refugees). The average number of beneficiaries during the two-year PRRO is therefore 248,595.



NUMBER OF BENEFICIARIES UNDER PRRO 6180.00						
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	Sudanese refugees		Somali refugees		Kenyan refugees	
	2000-01	2001-02	2000-01	2001-02	2000-01	2001-02
<b>Relief</b>						
General distribution	90 000	105 000	169 000	129 250	3 940	0
Special feeding programmes	10 800	12 600	20 280	15 480	0	0
Repatriation			40 000	30 000	3 940	0
<b>Recovery</b>						
Food-for-work (FFW) pilot programmes in refugee impacted areas <sup>1</sup>	10 000	10 000	15 000	25 000	0	0
School feeding programme	7 000	11 000	0	0	0	0

<sup>1</sup> Total beneficiary numbers based on total family members benefiting from project, calculated at 5 members per family.

## PROGRAMME ACTIVITIES

### Activity 1: General food distribution in refugee camps

14. The three main groups of beneficiaries of general food distribution are Somali refugees in eastern Ethiopia, Sudanese refugees in western Ethiopia and Kenyan refugees in southern Ethiopia.

#### Somali refugees

15. There are eight refugee camps in eastern Ethiopia spread over a wide area along the Somali-Ethiopia border. Four of them—Hartisheik (previously Hartisheik A and B), Rabasso, Daror and Camaboker—were established in 1988 when thousands of Somalis crossed the border following an escalation in the conflict in north-west Somalia. The other four refugee camps (Derwonaji, Teferiber, Aisha and Kebribeyah) were established in 1991 after an additional influx of Somali refugees following fighting between government forces and the Somali National Movement. Ethiopian refugees fleeing Somalia, where they had previously sought refuge, settled mainly in Teferiber and Derwonaji.
16. A revalidation exercise carried out in September 1994 reduced the size of the registered refugee population from 600,000 to 184,900. However, a further outbreak of inter-clan conflict in north-west Somalia at the end of 1994 led to a new influx of more than 90,000 refugees. In November 1997, a further revalidation exercise decreased the population figure to 242,158 registered Somali refugees. In September 1999, the camp population was about 185,000, and ongoing repatriation is expected to reduce this figure to 169,000 by the year 2000. Approximately 14 percent of the refugees are children under 5, 48 percent are female (including females under the age of 5) and women head about 60 percent of households.



## Sudanese refugees

17. Sudanese refugees live in four camps in western Ethiopia. The refugee numbers continue to increase, since insecurity in southern Sudan has not decreased, leaving many people unable to pursue normal livelihoods. Internal displacement and cross-border movement of southern Sudanese continues and it is expected that many will remain in Ethiopia and possibly more will arrive during the period of the PRRO.
18. The Sudanese refugees who entered the country in the late 1980s and early 1990s settled in three camps (Fugnido, Dimma and Bonga). To accommodate the more recent arrivals, a new refugee camp—Sherkole, near Asossa—was established in March 1997.
19. In March 1997, a revalidation exercise in the Sudanese camps resulted in a reduction of the population figure from 72,804 to 36,000. Since then the number of refugees has risen steadily, reaching over 68,000 by September 1999. Latest data on the Sudanese camps collected during revalidation exercises in 1999 by ARRA, UNHCR and WFP show that 19.4 percent of the population are children under the age of 5, 47 percent are females (including girls under the age of 5) and 20 percent of the households are headed by women.
20. For this PRRO, WFP, UNHCR and ARRA have jointly agreed on a planning figure of 90,000 Sudanese refugees in the year 2000 and 105,000 in 2001. The higher planning figure is based on the latest information on the situation in southern Sudan, particularly in terms of security and access of the population to food. Recent developments indicate that an increase in the numbers of Sudanese seeking refuge in Ethiopia is highly likely. During 1999, the influx averaged over 1,000 new refugees a month. Food distribution will be based on actual and registered figures, and WFP assistance will be adjusted accordingly.

## Kenyan refugees

21. Following ethnic conflict in northern Kenya in June 1993, some 8,670 persons fled to Moyale and Dokisso in southern Ethiopia. A revalidation of refugee numbers in December 1998 decreased the figure for the Kenyan refugee population to 4,700. Efforts continue to repatriate this caseload and it is expected that a majority of the refugees will return to northern Kenya during 2000. Should the repatriation proceed slower than planned, this PRRO has made a provision to provide food assistance for the Kenyan refugees for a period of 12 months.

## Activity 2: Special feeding programmes

22. Blanket, supplementary and therapeutic feeding programmes will target children under the age of 5, malnourished children, expectant and nursing mothers and other vulnerable groups living in the refugee camps. The vulnerable groups living in the camps often have virtually no access to nutrients beyond the WFP monthly ration. Therefore when they fall ill, become pregnant or when the few crops that are planted fail, these groups are the first affected.

## Activity 3: Repatriation/returnee assistance

23. Subject to relative political stability and security prevailing in northern Kenya and north-west Somalia, UNHCR expects to repatriate some 3,940 Kenyans and 40,000 Somalis in year 2000, and in year 2001, a further 30,000 Somalis. Up to 500 Ethiopian refugees may still return to Ethiopia from neighbouring countries and, if necessary, can receive food assistance under this PRRO.



#### Activity 4: Assistance to refugee impacted areas

24. The Somali refugees are of the same tribal group as Ethiopians living in the areas surrounding the camps. It is expected that some of these refugees will settle on the Ethiopian side of the border. WFP intends to assist this group and the surrounding community, when there is a need, either through support to reintegration programmes for those who live in the camps or through food-for-work assistance to communities in the refugee impacted areas.
25. In the Sudanese camps, the food-for-work assistance to refugee impacted areas will help to rehabilitate infrastructure and reverse ecological damage caused by the presence of refugees.

#### Activity 5: School feeding

26. It is unlikely that the Sudanese refugees will return to Sudan in the next few years. It is vital that the refugee children obtain education while in Ethiopia and live as normal a life as possible under the circumstances. UNHCR works closely with the Ministry of Education and the non-governmental organization (NGO) Redd Barna in the refugee camps to provide education to refugee children. WFP will assist the education programme through school feeding that aims to increase attendance and improve nutrition education. Due to the ongoing repatriation of Somali refugees and subsequent probable closure of some camps, it is not feasible at the moment to start a school feeding programme among the Somali refugees. The situation will be reassessed if the repatriation programme slows down.

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### PARTNERSHIPS

27. WFP works in partnership with both ARRA and UNHCR. The Government of Ethiopia maintains an open-door policy and has granted asylum to populations from neighbouring countries seeking refuge. ARRA, on behalf of the Government, is responsible for the coordination of assistance to refugees and for the management of refugee camps. ARRA also acts as WFP's implementing partner for food distribution. As such, ARRA is responsible for the management and distribution of the food stock once it arrives at the extended delivery points (EDPs). ARRA also maintains health and nutrition staff in the camps and carries out periodic nutrition assessments, which help WFP monitor the nutritional situation of the refugees. A number of national and international NGOs, particularly in the Sudanese camps, provide valuable services related to health, education, water supply and vocational training.
28. During this PRRO, WFP will build on existing partnerships with other governmental and non-governmental organizations. Specifically, partnerships will be established with NGOs providing educational assistance such as Redd Barna, and NGOs with environmental programmes and those providing assistance to pastoral areas. Letters of Understanding to be signed between WFP and ARRA and NGOs for the implementation of this PRRO will take into account WFP's commitments to women.



## IMPLEMENTATION PLAN

29. The overall goal of this PRRO is to ensure that refugees have access to basic foods that meet their daily nutritional requirements until they repatriate and settle in their country of origin.

### Objectives

30. The objectives of the project are:
- a) to provide refugees with access to basic food to meet their daily nutritional requirements until they can provide for themselves through agriculture activities or through other income-generating activities or repatriation;
  - b) to maintain or improve, where necessary, the health and nutrition status of refugees, with special attention to women, malnourished children and others at high risk. Vulnerable groups, such as expectant and nursing mothers, children under the age of 5 and the sick, will be targeted through supplementary and therapeutic feeding programmes;
  - c) to promote the repatriation of refugees and to meet their essential nutritional requirements during repatriation;
  - d) to improve and protect the environment and improve physical infrastructure in refugee impacted areas through the implementation of appropriate programmes; and
  - e) to maximize the impact of food assistance particularly on vulnerable groups by ensuring that women participate in a meaningful way in food management and food distribution.

### General food distribution and special feeding programmes

31. All refugees are entitled to the general food distribution. However, in determining the appropriate food baskets and ration scales, the following have been considered:
- a) refugees' overall health and nutrition situation; b) refugees' overall socio-economic situation, particularly the availability of other sources of food or income, and c) ensuring that the needs of the most vulnerable are met.
32. The May 1999 JFAM mission found that the production from backyard gardens in the Sudanese camps and trading in the Somali camps had not resulted in an increase in food availability to the extent anticipated in PRO 5241.03. Therefore, the daily ration for the Sudanese refugees in Dimma and Fugnido camps will increase by 25 grams of cereals and 10 grams of pulses, bringing the daily calorie intake to 1,836 Kcal. Sudanese refugees in Bonga and Sherkole camps will receive a full ration amounting to 2,100 Kcal per person per day as they have fewer options for complementing the WFP food ration than refugees in Dimma and Fugnido.
33. Rations in the Somali camps will be maintained at 1,730 Kcal per person per day. The Somali refugees have limited access to land and are also affected by drought. However, many refugees have access to other coping mechanisms such as assistance from family members outside the camps and petty trading. To ensure that the most vulnerable continue to receive sufficient calories and nutrition, the blanket feeding programme will continue in all camps. Once most of the refugees who are able to repatriate have done so, WFP and its



partners will conduct a nutritional survey in the remaining camps and re-evaluate the ration scale.

34. Rations for the Kenyan refugees will be maintained at the current level of 1,600 Kcal per person per day. The ration is lower than standard recommendations because the Kenyan refugees have access to other sources of income. Efforts continued to repatriate the remaining refugees in late 1999 and are continuing in year 2000. However, if security does not permit this caseload to return, a nutrition survey will re-evaluate the calorie level of the food package.
35. Food rations for different project components and for various refugee groups are shown in Annex I.

### **Implementation**

36. Based on previous JFAM recommendations, WFP/ARRA revised the distribution system in the eastern camps to provide food directly to each head of household, rather than to community leaders. Previously, rations for up to 20 persons were given to community leaders who then distributed the food. Under the new system, the head of each beneficiary family directly receives the ration for his or her family.
37. In the new system, more women will act as food distributors. Standardized materials are used to ensure that proper rations are distributed. According to preliminary data based on conversations with refugees and the 1998 nutrition survey, it was reported that more food is received by women and children under the new system. The new distribution system will be introduced in the western camps by the start of this PRRO.
38. The new distribution system is more time consuming and requires additional staff. To ensure proper implementation, food aid committees with at least 50 percent women members will be established. Semi-permanent distribution shelters will be built in the camps to protect the food distributors and the food from poor weather conditions.
39. WFP employs two sub-office heads in Gambella and Jijiga, a United Nations Volunteer (UNV) in Asossa (for Sherkole camp) and a total of six food aid monitors and programme assistants. The field staff work closely with ARRA to improve the reporting system, monitor distribution and ensure that the food reaches the beneficiaries in a timely and efficient manner.
40. In line with WFP Ethiopia's Gender Action Plan, a key task of UNVs and food aid monitors is to promote and facilitate women's involvement in food management and distribution. This will be done in collaboration with the refugee women's association in each camp. All WFP staff will receive gender awareness training, but two of the WFP staff members, one in Jijiga and one in Gambella, will also focus more specifically on encouraging the involvement of women and assisting in identifying obstacles and finding solutions to better target women and children.
41. ARRA, UNHCR and WFP will draw up and sign a tripartite plan of action, defining working arrangement and the responsibilities of each agency in implementation, monitoring, reporting and coordination.

### **Blanket, supplementary and therapeutic feeding programmes**

42. Blanket feeding programmes will continue in Bonga and Sherkole camps in the west, since the refugees there have little access to other food resources and are more susceptible to problems of malnutrition. As recommended by the JFAM, the blanket feeding



programme will continue for all those under the age of 5, severely ill and elderly in all eight of the Somali camps, since this is the most effective way to reach the vulnerable groups. The need for continuing the blanket feeding programme will be reviewed periodically, based on nutritional assessments.

43. Supplementary feeding programmes will continue in all the camps for children under the age of 5 between 70–80 percent weight for height (WFH), expectant and nursing mothers and other vulnerable refugees sent by a doctor.
44. Therapeutic food will be available to children below 70 percent WFH and children with oedema, as well as nutritional medical cases such as tuberculosis and those believed to be suffering from Acquired Immune Deficiency Syndrome (AIDS).
45. ARRA health personnel will run the special feeding programmes, monitored by WFP food aid monitors and UNHCR health personnel. Beneficiaries will be discharged when they have recuperated or no longer require food assistance from the supplementary or therapeutic feeding programmes.

### Repatriation/returnee programme

46. This programme activity aims to provide adequate food resources to allow refugees to re-establish their lives in their home country until sufficient harvests are available or other employment is found. The food component of the repatriation package will continue to consist of 150 kg of cereals, 10 kg of pulses and 5 litres of oil per person. The food package has been established to cover the individual basic nutritional need of the returning refugees during a period of nine months. This has been the standard repatriation ration in Ethiopia since the early 1990s. However, the food package will be reviewed, based on the findings of the cross-border repatriation study planned for year 2000.
47. The recipients of this package include Somali refugees in eastern Ethiopia, who originate predominantly from north-west Somalia, and Kenyan refugees from northern Kenya. Up to 500 Ethiopians possibly still returning from neighbouring countries, mainly from Kenya and Sudan, can also be assisted under this PRRO, if required. Over the last three years, improved security and stability in north-west Somalia has encouraged many refugees to return home. Due to the absence of a state authority and the relatively small presence of both UNHCR and WFP in north-west Somalia, it was decided that returnees to north-west Somalia would receive repatriation packages in Ethiopia. WFP and UNHCR made similar agreements for the repatriation of Kenyan refugees from Ethiopia.
48. WFP food is only one component to assist repatriates to settle in their home countries. It will be accompanied by non-food items and financial assistance provided by UNHCR. In addition to the WFP/UNHCR repatriation package, NGOs, other United Nations agencies such as the UNDP and the Inter-Governmental Authority on Development (IGAD) are preparing a comprehensive development programme for the reintegration of displaced persons and returned refugees and the rehabilitation of host communities in north-west Somalia and eastern Ethiopia. Volunteers in Overseas Cooperative Assistance (VOCA) and Save the Children Fund-US (SCF-US) have projects covering the Somali and Dollo regions respectively along the Ethiopian, Somali and Kenya borders which target internally displaced persons, returning refugees and refugee impacted communities through agriculture and nutrition projects. WFP will work closely with these programmes and others to assist where possible and to monitor the effectiveness of the repatriation food package.



### **Implementation**

49. Refugees who repatriate will surrender their registration cards and will be removed from PRRO beneficiary lists. Repatriating refugees will receive their repatriation ration before boarding trucks for departure and proceeding to their places of origin. For planning purposes, the potential reduction in numbers used for this PRRO is conservative: 40,000 Somali and 3,940 Kenyan refugees repatriating in the year 2000 and some 30,000 Somali refugees in 2001. In the event that security conditions do not permit the return of the Somali refugees at the rate planned, the food earmarked for repatriation will be used in the general distribution. Any excess food resources remaining at the end of this PRRO will be de-earmarked or used for an extension in time of the PRRO beyond the planned two-year duration.
50. At the beginning of the PRRO, and again mid-term, a joint assessment mission by WFP, UNHCR, ARRA and relevant partners from Somalia offices will assess the repatriation progress. WFP and UNHCR will assess the size and use of the repatriation package, the role of the food ration in repatriation and the composition of the repatriation package.

### **Assistance to refugee impacted areas**

51. The increased concentration of people in refugee and returnee situations places a strain on local resources such as schools, social infrastructure, water and other natural resources. UNHCR, ARRA and the Ministry of Agriculture have initiated two projects—reforestation and energy efficient stove production—to mitigate the effects of the population increase. WFP proposes to support other projects that aim to improve infrastructure in refugee affected areas, such as road and bridge rehabilitation, school construction or other projects deemed important to the well-being of affected communities.
52. Teferiber and Derwonaji are specifically targeted by infrastructure improvement projects due to the high concentration of Ethiopians who fled from north-west Somalia back to Ethiopia in 1991 and have lived in the refugee camps ever since. It is assumed that once the camps close, many of the refugees will remain in Ethiopia. Since this group has lived in the camps for the past eight years, many have yet to reintegrate into Ethiopian society. Also, the infrastructure in the surrounding towns is not equipped to accommodate returnees.
53. Food-for-work projects will focus on water-point construction, rehabilitation of infrastructure related to livestock production and agriculture, and other environmental rehabilitation activities. However, it should be noted that WFP provides mainly food commodities that can be cooked quickly and thus consume less firewood.
54. Small projects will be initiated in the Sudanese camps to improve roads and bridges destroyed by heavy movement of traffic, including trucks delivering WFP food. Food-for-work projects in both the west and east will be open to refugees and local citizens. Approximately 30–40 percent of the workers are expected to be women. In line with WFP's commitment to women, at least 25 percent of the assets created by the WFP-assisted projects will directly benefit women.

### **Implementation**

55. Following careful feasibility studies and training, WFP will solicit proposals for food-for-work projects from Sudanese and Somali refugees, with an emphasis on Teferiber and Derwonaji areas. Project participation will be open to NGOs recognized by the Government of Ethiopia, government agencies, and legitimate community groups. WFP will provide basic tools and a food ration consisting of 3 kg wheat per worker per day,



representing a family ration for 5. Every effort will be made to identify projects to assist women and children and identify female participants.

### School feeding

56. WFP, UNHCR and the NGO Redd Barna will implement a pilot school-feeding project in the Sudanese camps during year 2000, with a possible expansion to Aisha camp in the east the following year. According to UNHCR, current enrolment in elementary schools in the four camps is 6,400 and enrolment in pre-schools in the four camps is 2,937. As the table below indicates, the enrolment of girls in the refugee schools is significantly less than the enrolment of boys. School feeding will complement UNHCR and Redd Barna education programmes aimed at increasing school attendance, enrolment and performance, especially of girls, teaching nutrition education and encouraging community participation. Additional food incentives may be considered to ensure increased school attendance by girls. WFP food assistance will be accompanied by nutrition education and, subject to land availability, vegetables produced by the refugee community.
57. The total enrolment is expected to increase once the school feeding programme begins, therefore the planning figure for both the pre-school and elementary students is 9,400 for the first year and 11,000 for the second.

ELEMENTARY SCHOOL ENROLMENT IN THE WESTERN CAMPS  
AS OF SEPTEMBER 1999

Camp	Males		Females		Total
	no.	%	no.	%	
Sherkole	928	83	186	17	1 114
Fugnido	2 279	81	546	19	2 825
Dimma	1 074	80	264	20	1 338
Bonga	803	72	320	28	1 123
<b>Total</b>	<b>5 084</b>	<b>79</b>	<b>1 316</b>	<b>21</b>	<b>6 400</b>

### Implementation

58. Before the project is implemented, WFP and UNHCR will conduct a feasibility study that takes into account the current blanket feeding programme in Sherkole and Bonga camps, access to land, and willingness to participate on the part of the teachers, ARRA, community leaders and women's associations.
59. WFP's School Feeding Programme in Ethiopian schools has been successful in improving overall enrolment and attendance of both boys and girls. The refugee school-feeding programme will take into consideration the success factors in the larger Ethiopia programme and, when appropriate, incorporate them into the refugee programme.
60. One hot meal a day consisting of maize meal or lentils, oil and iodized salt or biscuits will be provided to children at school. The exact composition of the meal will be determined following evaluation. In conjunction with this programme, land will be allocated for small vegetable gardens worked by the students and community, around which will be organized nutrition education activities, appropriate for the culture and origin of the children.



61. Total food requirements for the two-year duration of this PRRO are 117,036 tons, consisting of 90,337 tons of cereals, 9,248 tons of corn-soya blend (CSB) or *famix* (locally produced maize-soya blend), 7,679 tons of vegetable oil, 4,298 tons of pulses, 4,135 tons of sugar, 907 tons of salt and 432 tons of biscuits. The cereal to be provided under this PRRO is mainly wheat but, subject to availability, maize will be provided to the Sudanese refugees and maize meal to the school-feeding programme. The bulk of the food for this PRRO will be imported. However, subject to availability of cash funds to WFP and availability of food for purchase in Ethiopia, some of the cereal and blended food (*famix*) requirements will be purchased locally. Local purchase of food in Ethiopia will increase efficiency of deliveries and reduce transport costs.

TOTAL FOOD REQUIREMENTS BY PROGRAMME ACTIVITY IN TONS
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	Somali refugees	Sudanese refugees	Kenyan refugees	Total
<b>Year 2000–01</b>				
<b>Relief</b>				
General ration	28 685	17 010	640	46 335
Repatriation	6 600		650	7 250
Supplementary	1 740	926		2 666
Therapeutic	1 369	729		2 098
Blanket feeding	1 110	259		1 369
<b>Total</b>	<b>39 504</b>	<b>18 924</b>	<b>1 290</b>	<b>59 718</b>
<b>Recovery</b>				
School feeding		315		315
Food-for-work	1 080	720		1 800
<b>Total</b>	<b>1 080</b>	<b>1 035</b>		<b>2 115</b>
<b>TOTAL 2000–01</b>	<b>40 584</b>	<b>19 959</b>	<b>1 290</b>	<b>61 833</b>

**Year 2001–02**

**Relief**

General ration	21 937	19 845		41 782
Repatriation	4 950			4 950
Supplementary	1 328	1 081		2 409
Therapeutic	1 045	851		1 896
Blanket feeding	849	302		1 151
<b>Total</b>		<b>22 079</b>		<b>52 188</b>

**Recovery**



TOTAL FOOD REQUIREMENTS BY PROGRAMME ACTIVITY IN TONS				
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	Somali refugees	Sudanese refugees	Kenyan refugees	Total
School feeding		495		495
Food-for-work	1 800	720		2 520
<b>Total</b>	<b>1 800</b>	<b>1 215</b>		<b>3 015</b>
<b>TOTAL 2001-02</b>	<b>31 909</b>	<b>23 294</b>		<b>55 203</b>

TOTAL FOOD REQUIREMENTS FOR PRRO 6180.00				
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	Somali refugees	Sudanese refugees	Kenyan refugees	Total
<b>Relief</b>	69 613	41 003	1 290	111 906
<b>Recovery</b>	2 880	2 250		5 130
<b>Total</b>	<b>72 493</b>	<b>43 253</b>	<b>1 290</b>	<b>117 036</b>

## CAPACITY BUILDING

62. In 1999, WFP's logistics unit trained ARRA storekeepers in the Somali camps. Following the training, there was a marked improvement in warehouse maintenance and reporting. Similar training will continue in the Sudanese camps. A portion of WFP's gender action fund will go towards training ARRA central staff on gender issues and training two WFP staff members, one in the Somali camps and one in the Sudanese camps, to work with women's groups, identify opportunities to better target women and identify problem areas. This specific gender training will not replace training for all staff.

## MONITORING AND ONGOING EVALUATION

63. UNHCR, in coordination with ARRA and WFP, will organize annual nutritional surveys and maintain, in consultation with WFP, an effective surveillance system for monitoring the nutritional status of refugees, with special attention to expectant and nursing mothers and children under the age of 5. Results of the nutritional surveys will be used to gauge the efficiency of supplementary and therapeutic feeding programmes. For this purpose, WFP will hire a nutritionist to work with ARRA and UNHCR.
64. ARRA is entrusted with the distribution of WFP food and will maintain accounts for the receipt of food commodities at EDPs, as well as accounts of food issued from EDPs and food distributions at each location. ARRA will report to WFP every month on the amount of food issued from EDPs, the ration scale, the number of beneficiaries and monthly stock balances, indicating cumulative quantities from the beginning of the operation to the end of the period under review.



65. WFP will employ 5 food aid monitors to monitor food distribution, evaluate the impact of food aid, particularly at the household level, and to assist ARRA in reporting on food distribution and use.
66. Joint UNHCR/ARRA/WFP missions will visit refugee camps every six months on a rotating basis to check progress made in the agreed Annual Plan of Action. Meeting goals and deadlines for integration of gender priorities, such as the establishment of women's associations and women's participation in food aid committees and in other decision-making related to food management and food distributions, will be emphasized. The missions will also monitor the impact of refugees on the environment and the progress of environmental rehabilitation activities.
67. A joint UNHCR/WFP/ARRA team will conduct a cross-border mission within the second half of year 2000 to assess progress regarding the repatriation of Somali and Kenyan refugees.
68. WFP, with the assistance of a consultant, will conduct a food security survey in the Sudanese camps to determine to what extent present agriculture activities contribute to overall household food supply.
69. WFP, with the assistance of a gender expert, will conduct a baseline survey in the Sudanese camps to determine the current extent of female participation in decision making with respect to food aid, food distribution and actual availability of food to women and children.
70. A follow-up survey will be conducted mid-way through the life of the PRRO to determine the progress in the new distribution system in order to ensure that refugees receive a full food ration. The effect of manual grinding mills on women refugees will also be assessed.
71. The following indicators will be used to monitor performance:
  - General information:
    - Numbers of refugees by gender and age.
    - Percentage of households headed by women.
  - Food interventions:
    - Quantity/type of food delivered.
    - Quantity/type of food distributed.
    - Quantity/type of food actually received by beneficiaries.
    - Frequency of distribution.
    - Percentage of women with control over (directly receiving) food aid.
    - Percentage of women directly involved in decision making regarding the distribution of food (should be at least 50 percent).
    - Percentage of women physically distributing food (should be at least 50 percent).
    - Percentage increase in overall school enrolment and attendance in the Sudanese camps.
    - Percentage increase of female school enrolment and attendance in the Sudanese camps.



- Health/nutritional status:
    - Percentage of persons receiving supplementary/therapeutic rations by gender and age.
    - Nutritional trends.
    - Mortality rates.
72. A head-count of refugees should be carried out at least every 12 months and verification of refugee numbers every 6 months.
73. The following indicators will be used to determine the appropriateness for phasing out WFP assistance:
- a) Refugees return home voluntarily and re-establish their lives in their home country.
  - b) Refugee access to land increases sufficiently to move from emergency food aid to development programmes. This will be based on results from food security and crop assessments.
  - c) Based on food security assessments, it is found that the beneficiaries have adequate access to food resources other than WFP's to meet all their daily food requirements throughout the year, at which point WFP will phase out assistance.
  - d) The Government of Ethiopia is in a position to meet the daily nutrition requirements of the refugees without WFP food aid.

## LOGISTICS ARRANGEMENTS

74. WFP will arrange for transportation of food aid commodities from the ports of Djibouti or Berbera or, in the case of local purchases, from the agreed delivery points or from the factory, to the refugee camps (EDPs). Cargos that arrive at the ports of Djibouti or Berbera will be first transported to the main hubs, i.e. Dire Dawa and Nazareth (for local purchases and Sudanese refugees only). About 90 percent of the cargoes will be transported by road and about 10 percent by rail.
75. At the EDPs, ARRA, WFP's implementing agency, will receive and store WFP's food commodities. Final distribution of commodities to refugees will be agreed jointly by ARRA and UNHCR, in full consultation with WFP and in conformity with UNHCR and WFP commodity distribution guidelines.
76. Due to heavy rains, poor road conditions and an influx of new refugees in the Sudanese camps, WFP will pre-position stock of up to three months of food rations, with a buffer stock for new arrivals of about one month, for each of the four camps. To accommodate the extra stocks, WFP will continue to support ARRA in making warehouse repairs and supply temporary storage facilities, where necessary.
77. In the Somali camps in the east, food stocks will be pre-positioned where repatriation is expected to take place. WFP and UNHCR have supplied all the camps with additional temporary storage facilities to accommodate the extra food.



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## RISK ASSESSMENT

78. It is expected that the Sudanese refugees will remain in Ethiopia in the foreseeable future, as there is little hope that the conflict in southern Sudan will be resolved soon. The PRRO anticipates that the average increase of about 1,000 refugees per month will continue. However, a sudden deterioration in the situation in southern Sudan could result in a much higher influx of refugees to Ethiopia. In such a case, WFP would use the buffer stocks in the camps, borrowings from the Emergency Food Reserve and advanced call-forwards of commodities for an immediate response until the situation is addressed through a budget revision.
79. North-west Somalia has been relatively secure for the past three years. Nevertheless, repatriation of Somali refugees from Ethiopia has been sporadic with 61,000 repatriating in 1997/98 and virtually none in the period January–May 1999. In June, the pace increased with over 11,000 refugees returning by September 1999. This trend is expected to continue. However, with drought affecting north-west Somalia and with few economic opportunities outside the agricultural sector, there is a possibility that the repatriation may stop until the agriculture and livestock situation improves. With drought also affecting southern Somalia and an increase in tension in the area, there is a risk of another wave of refugees into Ethiopia.
80. Since the area to which Kenyan refugees will return has experienced sporadic violence, WFP, UNHCR and ARRA will closely monitor the return process.

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## NON-FOOD RESOURCES

81. UNHCR, ARRA, WFP and NGOs have initiated small-scale development and training projects in the camps. These aim to improve food security, mitigate the deforestation attributed to the refugees, generate other sources of income and provide health, water and sanitation training.
82. Under PRO 5241.03, additional income-generating activities were initiated to help empower women. WFP provided 100 high-capacity manual milling machines to Somali and Sudanese women's groups/associations. Shelters were provided for the mills, in some cases constructed by the women's groups. A study will be conducted at the end of year 2000 to assess the functioning of the mills and determine if additional mills are required.
83. UNHCR, the Ministry of Agriculture and ARRA support reforestation projects and are producing energy-efficient stoves for the refugees.
84. UNHCR has supplied Somali women's associations with sewing machines and cloth and provided tailor training. Various NGOs also provide training in small enterprise development in both the eastern and western camps.
85. Through the WFP Gender Action Funds, WFP is working with UNHCR, ARRA and the NGOs to prevent the spread of the AIDS pandemic by raising awareness on HIV/AIDS/STDs through information dissemination and training. Counselors are trained to increase HIV/AIDS awareness and build on existing community structures such as women's and sports groups to form human immune deficiency virus (HIV) prevention



clubs and incorporate HIV awareness in group activities. At least 50 percent of the trainees will be women.

86. A distribution schedule for non-food items such as soap, blankets, jerry cans and plastic sheeting will be developed by UNHCR in coordination with ARRA and WFP. Efforts to achieve the target of providing 20 litres of clean water per person per day will continue. Increased capital investment at some refugee camps will be necessary to carry out essential repair and maintenance of water systems.
87. While the above-mentioned activities will contribute to the overall well-being of the refugees, their progress to self-sufficiency is hindered by limited access to land in all camps and a lack of land and water in the Somali camps. Although land is available for rent in the Somali camps, prices are prohibitive for most refugees. Furthermore, agricultural areas around Somali refugee camps depend on rainfall, which is often irregular and insufficient, even for personal use, let alone irrigation. This was particularly the case in 1998 and 1999, resulting in one of the worst droughts the region has suffered to date. Sudanese refugees do not have the right to farm on communal land. Fishing and firewood collection are considered illegal and cannot therefore be deemed sustainable.

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## SECURITY MEASURES

88. Ambushes, random shootings and land mines on the roads in the Somali region of Ethiopia are frequent. WFP staff are not necessarily targets but there has been an increase in hostility towards the expatriate community, especially in the east.
89. WFP is taking measures to improve the security of its staff. WFP has a security focal point working closely with the United Nations security officer and the Emergencies Unit for Ethiopia, and is in continuous contact with the sub-offices. The WFP sub-offices are equipped with voice and data HF radio communication as well as e-mail capabilities. Each sub-office employs unarmed guards who provide 24-hour security for the WFP offices.
90. Land mines do not pose a direct threat to WFP staff working in the camps and travelling to and from Jijiga and the camps. However, since land mines have been found on the road west of Jijiga in the direction of Addis Ababa, one four-wheel drive vehicle used in the Somali region is equipped with floor protection against land mines.
91. Under this PRRO, WFP plans to purchase additional flakjackets and provide mine awareness and security training, especially for staff travelling in the Somali region.
92. The PRRO budget allows for US\$100,000 as a contingency in the event that the security situation in the country or in specific regions deteriorates. The funds would be used for additional security measures, such as additional guard services, additional communications systems (radios and sat-phones) or for evacuations.

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## RECOMMENDATION OF THE EXECUTIVE DIRECTOR

93. The PRRO is recommended for approval by the Executive Board, within the budget provided in Annex II.



## ANNEX I

## PRRO 6180.00 FOOD RATIONS BY BENEFICIARY GROUP

	Cereals	Oil	Pulses	Salt	Sugar	Famix	Total Kcal
<b>GENERAL RATION</b>							
<b>Somali camps</b>							
persons per day	400 g	35 g		5 g	25 g		1 730
Monthly	12 kg	1.05 kg		0.15 kg	0.75 kg		
Repatriation	150 kg	5 litres	10 kg				
<b>Sudanese camps: Bonga and Sherkole</b>							
persons per day	475 g	30 g	50 g	5 g			2 100
Monthly	14.25 kg	0.90 kg	1.5 kg	0.15 kg			
<b>Sudanese camps: Dimma and Fugnido</b>							
persons per day	400 g	30 g	50 g	5g			1 836
Monthly	12 kg	0.9 kg	1.5 kg	0.15 kg			
<b>Kenyan camps</b>							
persons per day	400 g	25 g		5 g		15 g	1 600
Monthly	12 kg	0.75 kg		0.15 kg		0.45 kg	
Repatriation	150 kg	5 litres	10 kg				

## SPECIAL FEEDING PROGRAMMES AND FOOD FOR WORK

	Oil	Sugar	Famix	Therapeutic Milk	Biscuits	Cereals	Total Kcal
<b>Supplementary</b>							
persons per day	20 g	15 g	200 g				1 000
<b>Therapeutic</b>							
persons per day	35 g	30 g	100 g	160 g	20 g		
<b>Blanket</b>	10 g	20 g	150 g				769
<b>School feeding</b>		25 g	100 g				500
<b>Food for work</b>						3 kg	



## ANNEX II

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Cereals	90 337	130	11 743 810
– Oil	7 679	773	5 935 867
– Pulses	4 298	401	1 723 498
– Salt	907	170	154 190
– <i>Famix</i> /CSB	9 248	450	4 161 600
– Sugar	4 135	242	1 000 670
– Biscuits	432	1 500	648 000
<b>Total commodities</b>	<b>117 036</b>	<b>217</b>	<b>25 367 635</b>
External transport		<b>79</b>	<b>9 245 844</b>
Landside transport		70	8 192 520
ITSH		95	11 118 420
<b>Total LTSH</b>		<b>165</b>	<b>19 310 940</b>
<b>Other direct operational costs</b>		<b>2.53</b>	<b>296 500</b>
<b>Subtotal direct operational costs</b>			<b>54 220 919</b>
<b>B. Direct support costs (see Annex III for details)</b>			
<b>Subtotal direct support costs</b>			<b>4 827 250</b>
<b>Total direct costs</b>			<b>4 827 250</b>
<b>C. Indirect support costs (7.8 percent of total direct costs)</b>			
<b>Subtotal indirect support costs</b>			<b>4 605 757</b>
<b>TOTAL WFP COSTS</b>			<b>63 653 926</b>
<b>TOTAL PROJECT COSTS</b>			<b>63 653 926</b>

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



## ANNEX III

DIRECT SUPPORT REQUIREMENTS (*dollars*)

<b>Staff costs</b>	
International	1 559 800
United Nations Volunteers	105 000
National professional officers	112 500
International consultants and SSA	558 750
Local staff and temporaries	1 236 000
Overtime	15 000
<b>Subtotal</b>	<b>3 587 050</b>
<b>Technical support services</b>	
Project preparation	20 000
Technical advisory services	30 000
Project monitoring and evaluation	40 000
Training	20 000
<b>Subtotal</b>	<b>110 000</b>
<b>Travel and DSA</b>	
Blanket	40 000
In-country	67 200
<b>Subtotal</b>	<b>107 200</b>
<b>Office expenses</b>	
Rental of facility	80 000
Utilities	30 000
Communications	45 000
Office supplies	80 000
Equipment repair and maintenance	30 000
<b>Subtotal</b>	<b>265 000</b>
<b>Vehicle operations</b>	
Fuel and maintenance	35 000
<b>Subtotal</b>	<b>35 000</b>
<b>Equipment</b>	
Communications equipment	64 000
Vehicles (one with ballistic blanket)	152 000
Computer equipment	65 000
Furniture and equipment	92 000
<b>Subtotal</b>	<b>373 000</b>
<b>Other</b>	
Security staff—20 security guards for sub and field offices	40 000
Security equipment	100 000
Office up-grades (security)	40 000
Security contingency	100 000
Public information	70 000
<b>Subtotal</b>	<b>350 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>4 827 250</b>

