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Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
Third Regular Session**

Rome, 21 - 24 October 1996

PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS FOR EXECUTIVE BOARD APPROVAL

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PROJECT AFGHANISTAN REGIONAL

Activities related to Afghanistan and Afghan refugees

Total cost to WFP	94 849 279 dollars
Food cost	45 453 193 dollars
Number of beneficiaries	2 200 000

All monetary values are expressed in United States dollars.

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NOTE TO THE EXECUTIVE BOARD

**This document contains recommendations for review and approval by
the Executive Board.**

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.

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.

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INTRODUCTION

1. Although local economies in peaceful areas in Afghanistan are coming back to life, and refugees and internally displaced persons (IDPs) are returning to their homes of origin, the struggle for power among warlords, especially the ongoing stalemate in the battle for the capital, Kabul, continues to have an impact in terms of lives lost, ongoing unemployment, poverty, malnutrition, deprivation and environmental degradation.
2. An estimated 50 percent of the Afghan population is displaced, homeless or destitute, and concentrated in urban areas which have a fragile economic base and limited employment opportunities. The devastation of rural production capacities during 16 years of war continues to tax on a daily basis the energies and coping mechanisms of the most resilient strata of Afghan society, as they undertake the "uphill" task of rebuilding their lives. Political instability, fragmentation and the absence of a meaningful legal system continue to menace personal security in Afghanistan today.
3. Along with most other donors to Afghanistan and the Afghan refugee assistance programme, the focus of WFP assistance to this regional PRO has shifted from care and maintenance feeding for Afghan refugees in Pakistan and Iran to one of supporting voluntary repatriation and increased support for rehabilitation activities inside Afghanistan. The emphasis on relief and rehabilitation food assistance programmes inside Afghanistan is consistent with the approach of other United Nations agencies and donors, which is to create conditions conducive to the return of refugees and the internally displaced to their places of origin, to facilitate their reintegration and provide rehabilitation assistance to the returnee communities.
4. At its Fortieth Session in November 1995, WFP's Committee on Food Aid Policies and Programmes (CFA) approved a large, regional umbrella operation (PRO/PDPO)—"Activities related to Afghanistan and Afghan refugees". The 1996 food aid programme allocated some 193,000 tons of diverse commodities to the three affected countries at a cost to WFP of over 80 million dollars.¹ Although this comprehensive 1996 food aid programme included the provision of food to Afghan refugees resident in refugee villages or camps in Pakistan and Iran (although at reduced ration levels), the bulk of the food resources of the Afghan Regional PRO for 1996 were allocated to Afghanistan to support a wide variety of activities, that ranged from emergency relief to food-for-work rehabilitation projects.
5. In the period since the approval of the Afghanistan Regional PRO, two WFP-led missions have evaluated the impact of food assistance under the current programme in Afghanistan. These missions have also assessed the food aid requirements for subsequent programming of both the Afghanistan and Pakistan operations, encompassing WFP support to Afghan refugees remaining in Pakistan, the joint UNHCR/WFP repatriation programme and the continued relief and rehabilitation activities inside Afghanistan.
6. The evaluation mission report confirmed the effectiveness of the Afghanistan PRO in facilitating the reintegration and self-reliance of returnees, preventing hunger among the poor Afghans and its support to socio-economic recovery and improved household food security in peaceful areas. The 1996 WFP/UNHCR/donor food assessment mission to Afghanistan (April 1996) was also favourably impressed by the enhanced role food aid is playing in the

¹ All monetary values are expressed in United States dollars, unless otherwise stated.



rehabilitation of Afghanistan through increased joint programmes with other United Nations agencies, more efficient partnerships with NGOs and more active involvement and participation of local communities.

7. This same mission also visited the Pakistan component of the Regional PRO (May 1996). It examined the effects of the termination of the monthly food distributions (ended in September 1995), its impact on the nutritional status of Afghan refugees and the extent to which the safety net programme, which was put in place in early 1995, was effectively reaching the most vulnerable of the remaining Afghan refugee population. The mission reviewed the results of the UNHCR-conducted nutrition survey (April 1996), which indicated that, since the last survey conducted in October 1995, the global rate of malnutrition had declined in all the provinces of Pakistan where Afghan refugees had been residing in refugee villages. The mission concluded that, while the safety net programme (SNP) is effectively reaching a large number of refugee vulnerable persons through its various activities, it needs to be expanded to cover a higher percentage of the most vulnerable.
8. Under the 1997 PRO for Pakistan, WFP will support an expansion of the SNP targeted to the most vulnerable of the refugees, as well as continue the allocation of food resources, as begun in 1996, to environmental rehabilitation activities in "refugee-impacted" areas of Pakistan, where serious land degradation has resulted from population pressure associated with the Afghan refugees' stay of 17 years. Afghan refugees remaining in Pakistan will be given priority for food-for-work employment created under this programme.
9. In Iran, WFP will assist the Government in the feeding of an estimated 22,000 Afghan refugees residing in refugee camps. The food assistance programme for Iran will also include a refugee repatriation grant, to provide each returning refugee with 50 kilograms of wheat (in addition to a cash stipend from UNHCR). An estimated 300,000 Afghan refugees are expected to be repatriated from Iran in 1997.
10. For 1996, the Fortieth Session of the CFA approved three separate operations: two protracted refugee operations (PROs) for Pakistan and Iran, and a relief and rehabilitation operation in Afghanistan. As in recent years, these three PROs were funded on the understanding that a flexible approach would allow the resources pledged to each to be reallocated in support of repatriation and rehabilitation activities, consistent with the evolving situation in the pattern of population movements and needs. In view of the advantages of operational flexibility and the complementarity of WFP activities in the three countries, it is once again proposed that these three operations be treated as interrelated PROs also for 1997.

RELIEF AND REHABILITATION IN AFGHANISTAN - PROJECT NO. 5086 (EXP.4)

11. The Islamic Republic of Afghanistan is among the poorest and least developed countries on earth. According to the 1995 UNDP Human Development Report, Afghanistan ranks 170 out of 174 countries on the Human Development Index (HDI), and is the only non-African nation among the bottom 14. Its agrarian economy is characterized by rugged terrain and a harsh continental climate. Eighty-five percent of the population is rural and engaged in agriculture. The 16-year war has drastically altered Afghanistan's rural micro-societies.
12. The past 18 months have seen fighting in and around Kabul, Khost, the provinces of Bamyan, Helmand, Farah, Ghor, and along the Salang highway. The blockade and rocketing of Kabul, which began in 1992, continue to take a heavy toll in human lives. Most of the over



400,000 displaced people who have moved to more peaceful areas of the country have been unable to return. In 1994, Jalalabad alone witnessed an influx of over 300,000 people, as the struggle for control of the capital escalated.

13. Although not all socio-economic indicators for Afghanistan can be firmly validated, they point to startling human deprivation. The average life expectancy of an Afghan remains at 44 years (up from 34 years in 1960). One child in five born in Afghanistan will die before the age of five. The 1995 Human Development Report estimates that the annual per capita income is under 100 dollars.
14. It is estimated that less than 10 percent of Afghan women can read and write. The total fertility rate is 6.7 live births in general, with one survey indicating a figure of 13.6 live births in refugee camps in Pakistan. Afghan women exhibit one of the highest rates of maternal mortality in the world, with the United Nations publication *The World's Women 1995* reporting 640 per 100,000 live births. During the war, an estimated 250,000 women have been killed, leaving behind many orphans, and more than 100,000 women have been disabled through injury.
15. Although a long-term political solution for Afghanistan has yet to be achieved and recent fighting has erupted between factions over control of Kabul, the long-suffering Afghan people, in most areas of the country, are experiencing a sustained period of relative peace and stability that had eluded them during the previous 16 years. Local economies are coming back to life and refugees and the internally displaced are now returning to their homes and villages. However, much of the rural infrastructure has been damaged or destroyed and will require considerable resource investments for its rehabilitation and reconstruction.
16. WFP food commodities represent the most significant resource in Afghanistan today. Food from the 1996 PRO for Afghanistan (about 180,000 tons) is being used for a) relief feeding of internally displaced persons (IDPs); b) subsidized bread sales for vulnerable groups and the urban poor; c) labour-intensive food-for-work (FFW) rehabilitation activities; and d) some food for training (FFT). In many cases, WFP food under the FFW and FFT components represents an important catalyst for assistance from other organizations, including sister agencies of the United Nations (UNHCR, UNICEF, UNDP/OPS, UNCHS, WHO), international organizations, international non-governmental organizations (NGOs) and national organizations or associations. In some areas, local government capacity is also being enhanced through mutually supportive collaboration in the implementation of the food assistance programme.
17. In the context of its 1995 relief and rehabilitation programme for Afghanistan, the World Food Programme distributed slightly over 118,000 tons of food commodities. This food sustained the war-affected Afghan population, contributed significantly to ongoing rehabilitation efforts and helped reintegrate IDPs and thousands of returnees from neighbouring countries. This represents a significant increase (12 percent) from the 100,872 utilized in the relief and rehabilitation programme for 1994.
18. Forty-two percent of the total WFP food utilized under the 1995 Afghanistan PRO supported community-based FFW projects that contributed to the rebuilding of devastated micro-economies, generated income and increased food security, and re-established that part of the social infrastructure that constitutes a pull factor for refugee return. Resources were also used for bakery projects that supply bread to the hungry poor at highly subsidized prices (27 percent) and institutional feeding projects, support to repatriation and emergency feeding projects (three percent). While assistance to IDPs remained an important part (27 percent) of food aid programming in 1995, care and maintenance food rations were phased out in some



of the old IDP camps in Jalalabad and Mazar-I-Sharif during 1995, and ration scales were reduced in the IDP camps near Jalalabad. Through these various programmes, WFP reached a monthly average of 1.5 million carefully-identified beneficiaries, with more than four million individuals receiving assistance throughout the year.

19. During the latter part of 1995 and early 1996, the WFP Afghanistan programme made a number of adjustments to improve effectiveness in targeting and in the delivery of food resources to project beneficiaries. These included: a) increased levels of joint programming with other United Nations agencies; b) the reduction of small individual projects that were difficult to monitor in favour of larger sectoral projects implemented by experienced and reliable NGO partners (known as "umbrella project partners"); c) the formation of "NGO consortia" (which group together a number of national NGOs that share common sectors or geographical areas); and d) the careful screening of NGOs and their project implementation capacity. As a result, and although FFW activities have been increased, the number of projects for which WFP has direct monitoring responsibility has decreased significantly—thus becoming more manageable—while the quality of these projects has improved.
20. In the absence of a functioning government in Afghanistan, NGOs remain WFP's principal implementing partners. WFP collaborated with 32 international NGOs and 174 national NGOs, with a total quantity of food aid of 78,446 tons distributed in 1995. A more recent development that has improved feedback on project implementation is the WFP arrangement with the two major NGO coordinating bodies, the Agency Coordinating Body for Afghan Relief (ACBAR) and the Southern and Western Afghanistan Association for Coordination (SWABAC), to undertake monitoring responsibility for certain specific projects or activities. The results to date are most encouraging and provide WFP with an objective picture of project status, constraints and achievements.
21. In 1995, 30 percent of total WFP food resources supported 252 projects implemented in collaboration with other United Nations agencies. All sub-offices increased utilization of food commodities in projects carried out in partnership with other United Nations agencies. The UNDP-led Rehabilitation Steering Committee (RSC) was a useful mechanism for regional information sharing and strategic planning. The assumption by the United Nations Office for the Coordination of Humanitarian Assistance to Afghanistan (UNOCHA) of management responsibility for the IDP camps in Jalalabad has made it WFP's closest operational partner. The formulation of common United Nations policies for assistance to IDPs in Afghanistan was jointly pursued with UNOCHA and UNHCR in 1995 and 1996. In addition, in late 1995 the United Nations agencies for Afghanistan established a United Nations Advisory Group on Gender Issues. Through this advisory group, the United Nations agencies for Afghanistan are attempting to address issues which may hinder the United Nation's ability to target Afghan women under the programme of humanitarian relief to Afghanistan. Interagency collaboration on gender issues has been promoting networking among Afghan women in a way which has been increasing their voice while facilitating the management of food aid.
22. Under the 1996 PRO, WFP expected to programme more than half of total resources through interagency collaborative activities. Seven agencies are partners, while the most extensive collaboration is with UNOCHA, UNHCR and FAO. Rehabilitation projects implemented jointly with UNHCR involve the reintegration and settlement of returnees in their homes of origin, shelter reconstruction assistance and quick-impact rural rehabilitation projects. WFP collaborates with the United Nations Centre for Human Settlements: Habitat (UNCHS) in urban rehabilitation projects for sanitation, water-supply and other community improvements. Collaboration with WHO and UNICEF focuses on the rehabilitation of health delivery systems, human resource rehabilitation, nutritional improvement through



institutional feeding projects at main referral hospitals, immunization and water chlorination campaigns, education, urban water-supply networks and rehabilitation, and income-generating projects for youth and women. Joint projects with FAO focus on crop production to ensure food security through food-for-seed projects and activities to restore agricultural land and irrigation systems. In partnership with the United Nations Office of Project Services (UN/OPS), WFP assists the repair of farm-to-market roads and communal irrigation infrastructure. Collaboration with UNDP through RSC ensures better focus on rehabilitation activities and the pooling of valuable United Nations resources. In the area of humanitarian relief, UNOCHA coordinates inter-agency needs, conducts assessment missions in disaster- and emergency-prone areas, and engages all players in formulation of a common policy on IDPs.

23. Community participation is being catalyzed by requiring that all projects supported by WFP have a 25 percent community and/or counterpart contribution. In addition, new strategies provide the framework for ensuring that communities identify projects, that women are involved in decision-making, that both food benefits and those deriving from assets created accrue to women, that monitoring is participatory, and that communities make a commitment to maintain infrastructure and to sustain the flow of benefits over the longer term. Culturally proscribed gender roles make community-based and -supported interventions the most viable way to reach women and girls. This has proven successful—for example—in the training of women IDPs in Herat and Jalalabad, income-earning activities such as silk-worm production in Mazar, the urban bakeries projects, and support to schooling of boys and girls. These interventions are being strengthened, *inter alia*, by recruiting female WFP staff and gender-sensitizing WFP staff.
24. To ensure that the benefits of food aid reach women, there is a need for ongoing gender research, training and planning. As WFP embarks on an ambitious series of commitments for women, new managerial capacity is being developed. The disaggregation of data by gender, which is essential, has been undertaken for all sub-projects. Verification of the impact on women of WFP programmes requires special monitoring and evaluation tools. These tools have been developed according to community characteristics and project objectives. Beneficiary data disaggregated along gender lines is a prerequisite for critical assessment of the gender responsiveness of food aid projects in Afghanistan.
25. Despite an adverse cultural and political environment, WFP/Afghanistan has advanced considerably on the gender front. A variety of workshops have been sponsored in the course of this year to establish a network in Afghanistan for women leaders and communicators, some of whom are now associated with WFP projects. All sub-offices maintain projects aimed to benefit mostly women; Jalalabad is in the forefront with 17 such projects and even in Kandahar and Herat (Taliban territory) there are activities implemented by and for women. WFP/Afghanistan now employs five national officers, two internationals and one expert who are female—the highest number of female staff in Afghanistan among United Nations agencies.
26. In previous years, WFP has assisted the UNHCR programme for the support to repatriation of Afghan refugees from Pakistan through a repatriation component of the annual Pakistan PRO. During the last quarter of 1995, it was jointly decided by UNHCR and WFP to establish repatriation centres inside Afghanistan, thus piloting the attempt to move some of these centres, where returnees receive cash and materials (plastic sheets, etc.) from UNHCR and wheat from WFP, from the traditional locations on the Pakistan/Afghanistan border, to locations well within Afghanistan. The first repatriation centre was located in Kandahar City, in southern Afghanistan, as most of the Afghan refugees who had resided in refugee villages



in Baluchistan Province normally transit Kandahar for their return to their areas of origin in Afghanistan. This experiment has proven successful and is leading to the opening of other repatriation centres in southern Afghanistan.

27. Likewise, as the logistic support unit for the Afghanistan operation also was shifted from WFP/Pakistan to WFP/Afghanistan in 1995, it became logical to transfer the responsibility for assisting the repatriation programme also to WFP/Afghanistan and consequently, the repatriation component of the Afghanistan PRO. In 1997, the PRO will require 15,000 tons of wheat to support the repatriation programme for a UNHCR-estimated 300,000 returnees from Pakistan.
28. The projected programme for 1997 will continue along similar directions and utilize the successful strategies adopted and implemented during 1995 and 1996. Approximately two thirds of the total food resources requested will be allocated to further expanding the food-for-work rehabilitation activities. The innovative subsidized bread sales programme—currently operational in 12 urban or semi-urban areas—is expected to target and benefit approximately 500,000 vulnerable Afghans, and will require 32,000 tons of wheat under the 1997 PRO. Women are now managing some of the more important bakery projects in Kabul and this is likely to be replicated elsewhere. The component for assisting the remaining IDPs will require slightly more than 18,000 tons of WFP wheat, while the other expected interventions in favour of vulnerable groups (institutions and emergency relief) will require approximately 3,000 tons of mixed food commodities.
29. The total programme for 1997 would require 173,680 tons of food commodities to cover relief and rehabilitation activities under the food-for-work, urban bakeries and vulnerable group components of the programme, as well as for assisting repatriation from Pakistan, and is broken down as follows:



Activity	Commodity	Ration scale (grams)	Requirements (tons)
A. Food-for-work activities (15 million workdays)			
	Wheat	7 kg/workday (family ration)	105 000
B. Urban bakeries projects (500,000 beneficiaries for six months)			
	Wheat	355	32 000
C. Vulnerable groups			
1. Internally Displaced Persons (IDPs) (100,000 IDPs for 365 days)			
	Wheat	500	18 250
2. Institutions (10,000 beneficiaries for 365 days)			
	Wheat flour	400	460
	Rice	100	365
	Edible oil	30	110
	Pulses	30	110
	Sugar	20	75
3. Relief emergency feeding (25,000 beneficiaries for three months in disaster-prone areas)			
	Wheat flour	400	900
	Rice	100	225
	Edible oil	30	70
	Pulses	30	70
	Sugar	20	45
D. Assistance to repatriation (300,000 returnees from Pakistan)			
	Wheat	300 kg per family	15 000
Total quantities required by commodity:			
	Commodity	Quantity (tons)	
	wheat	170 250	
	wheat flour	2 360	
	rice	590	
	edible oil	180	
	pulses	180	
	sugar	120	
Total		173 680	

30. WFP maintains 20 offices and logistics support stations in Afghanistan and in five neighbouring countries. It has large sub-offices in Kabul, Mazar-I-Sharif, Herat, Kandahar, and Jalalabad. Smaller sub-offices at Faizabad, Bamyan and Ghazni serve the special regional needs in inaccessible and food-deficit areas. In addition to logistics offices at the temporary country office in Islamabad and at all sub-office sites, WFP maintains logistic support stations at Hairaton, Turghundi and Mohammad Agha in Afghanistan; Peshawar, Pirpiai and Quetta in Pakistan; Khorog, Kalaikum, and Ishkashim in Tajikistan; Termez in Uzbekistan; and Osh in Kyrgistan. All of these offices are staffed with a total of 28 international professionals, including five United Nations Volunteers (UNVs), and nearly 300 national professional and support staff.

31. The WFP Logistics Unit for Afghanistan has continued to meet the challenge of moving food and supplies into land-locked, war-torn Afghanistan. In 1995, the Unit transported into the country over 161,108 tons of wheat and other food commodities utilizing United Nations



trucks and private commercial transporters. The lifeline to Kabul was kept open throughout the year, with 21,386 tons moving into the capital. Highly food-deficient areas, such as Bamyán and Badakshan, which WFP had difficulty in reaching in previous years, were supplied regularly to meet minimum requirements. In addition, WFP transported 10,457 non-food items for other United Nations agencies and for NGOs. Storage capacity in Afghanistan has now reached 58,300 tons as additional storage facilities were installed and/or rented.

32. The total costs for both food and transport for project No. 5086 (Exp.4), all of which are WFP costs, are estimated as follows:

PROJECT COSTS

33. The cost breakdown for the project is as follows:

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity			
– Wheat	170 250	210	35 752
– Wheatflour	2 360	300	708 000
– Rice	590	285	168 150
– Edible oil	180	900	162 000
– Pulses	180	475	85 500
– Sugar	120	440	52 800
Subtotal commodities	173 680		36 928
External transport			8 747
Land transport			11 636
ITSH			10 420
Subtotal direct operational costs			30 804
B. Direct support costs			
Subtotal direct support costs			6 928
Total direct costs			74 662
C. Indirect support costs (7.2 percent of total direct costs)			
			5 375
TOTAL WFP COSTS			80 038
UNHCR COSTS			
Assistance to returnees through Quick Impact Projects (QIPs) and other rehabilitation assistance; transportation of returnees and IDPs inside Afghanistan			13 500
TOTAL PROJECT COSTS (WFP and UNHCR)			93 538



SAFETY NET PROGRAMME AND ENVIRONMENTAL REHABILITATION IN REFUGEE-IMPACTED AREAS IN PAKISTAN - PROJECT NO. 4256 (EXP.7)

34. Following nearly 15 years of care and maintenance food and non-food assistance from the Government of Pakistan and the international community through UNHCR and WFP, the majority of Afghan refugees that still remain in Pakistan (approximately one million) have now attained an adequate level of self-reliance. In September 1995, the care and maintenance general food distribution assistance to refugees was terminated. The April 1996 nutrition survey conducted by UNHCR revealed that malnutrition levels of the residual refugees have continued to decrease, confirming that the gradual phasing down and final termination of food assistance have not adversely affected the health and nutritional status of the remaining refugee population.
35. The liberal policies of the Government of Pakistan with regard to the free movement of Afghan refugees in and out of the refugee villages has enabled the refugees to take advantage of a wide range of employment opportunities near the villages and sometimes in other parts of Pakistan. The result is that the majority of the refugee population have now achieved a high degree of self-reliance and self-sufficiency and are therefore capable of covering their family consumption needs through their own means.

Targeting residual refugee vulnerable groups under a safety net programme (SNP)

36. The various socio-economic and nutritional surveys that have been carried out on the refugee population in Pakistan over the recent years indicate the presence of a small percentage of vulnerable refugee families in the refugee villages who still require further targeted food assistance. In order to reach these vulnerable groups, a safety net programme of food assistance was put in place in early 1995 and has been expanding since, in order to reach the majority of the vulnerable refugee population. The 1996 WFP/UNHCR/Donor food assessment mission to Pakistan noted the effectiveness of this programme that targets vulnerable refugees through income-generating programmes, the Basic Health Units (BHU) and through a number of refugee employment programmes supported by the World Bank and WFP/Government of Pakistan ongoing food-for-work projects. The mission recommended a further expansion of this safety net programme.
37. The results of the April 1996 nutritional survey do not indicate a deterioration in the refugees' nutritional status since the termination of care and maintenance feeding, as was expected. Therefore, a return to any form of generalized oil or wheat distribution is not warranted. Likewise, the results imply that the existing indigenous form of social safety nets in place in the refugee villages (e.g., the Zakat committees) is also helping to prevent an overall deterioration in the nutritional status of the refugees and vulnerable groups.
38. The 1996 mission recommended that the safety net programme of activities should attempt to target families with malnourished children and should be expanded in the areas identified as having higher rates of malnutrition, with a focus on younger children. Nutrition surveillance in the refugee villages should be undertaken and children referred to the BHUs should receive assistance similar to that given to expectant and nursing mothers. Mothers of malnourished children should be imparted nutrition counselling before receiving the tin of oil.
39. Under the expanded safety net programme, there is a need to identify other relevant activities in which vulnerable groups can participate and for which they would receive



vegetable oil as an incentive and income transfer, in cooperation with UNHCR and NGOs. This might include strengthening refugee village organizations and training. Such action is in line with the recommendation of the 1996 mission that while designing or identifying further activities for implementation of the SNP, care must be given to ensure that the activity supports the refugees' preparation for repatriation and not for prolonging their stay in Pakistan. There must be improved linkage between vocational training in Pakistan and the possibilities and potential for using these acquired skills in the areas of refugee return inside Afghanistan.

Environmental rehabilitation of refugee-impacted areas

40. In addition to the safety net programme, the food-for-work (FFW) component of the 1996 PRO has provided food resources to refugee labourers under WFP-assisted projects that are being implemented in the refugee-impacted areas of Pakistan. The presence of very large numbers of Afghan refugees in the western border areas of Pakistan over many years has resulted in severe ecological damage. There are currently five FFW projects under the WFP regular development programme that use food for work for rehabilitation assistance in the natural resource management sector. Afghan refugees represent from 20 to 40 percent of the workers in these FFW activities. The FFW component has complemented the transfer of resources of the SNP to the remaining refugees in Pakistan.
41. In view of the high participation of Afghan refugees in the WFP-assisted FFW activities, which are providing additional resources to refugee families, while working to rehabilitate areas denuded of vegetative cover as a result of population pressures, the 1997 Pakistan PRO will also allocate food (wheat) resources to this FFW component. A total of 11,530 tons of wheat will be allocated for this component.

Food requirements for 1996

42. A total of 13,582 tons of wheat and edible oil will be required for the 1997 PRO to support activities under the vulnerable group safety net programme and for the environmental rehabilitation of refugee-impacted areas.

	tons
Vulnerable group safety net programme	
Edible oil	2 052
Environmental rehabilitation of refugee-impacted areas	
Wheat	11 530
Totals for 1997:	
Wheat	11 530
Edible oil	2 052

PROJECT COSTS

43. The cost breakdown for the project is as follows:



PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity			
– Wheat	11 53	205	2 36
– Edible oil	2 05	300	1 80
Subtotal commodities	13 58		4 16
External transport			758 000
ITSH			679 000
Subtotal direct operational costs			1 437 000
B. Direct support costs			
Subtotal direct support costs			1 100 000
Total direct costs			6 880 000
C. Indirect support costs (7.2 percent of total direct costs)			491 360
TOTAL WFP COSTS			7 371 360
UNHCR COSTS			
A. Assistance to self-reliance programmes in health, education, sanitation, water-supply, social services, income generation and infrastructure maintenance in the Afghan refugee villages			9 700 000
B. Assistance for repatriation			5 600 000
TOTAL UNHCR COSTS			15 300 000
TOTAL PROJECT COSTS (WFP and UNHCR)			22 671 360

FEEDING OF AFGHAN REFUGEES IN IRAN AND SUPPORT FOR REPATRIATION -PROJECT NO. 4258 (EXP.7)

44. The Government of the Islamic Republic of Iran estimated that 2.9 million Afghans entered Iran since the Soviet invasion of Afghanistan in 1979. Following the repatriation of nearly 1.5 million Afghans since 1992, the Government estimates that roughly 1.4 million registered Afghans were still in Iran in June 1996.
45. Since 1987, WFP has been providing food assistance to Afghan refugees living in rural settlements established by the Government in the eastern provinces of Khorassan, Sistan/Baluchistan and Kerman. In 1992 and 1993, WFP-supplied food commodities were assisting approximately 200,000 Afghan refugees in these rural settlements. However, a WFP assessment mission determined that by 1994 these settlements had virtually been emptied following the repatriation movements. Thus the level of WFP assistance was correspondingly realigned with the remaining beneficiary case-load: 22,000 persons who remained in refugee camps. Since then, the camp population has remained stable. During 1995 and 1996, WFP continued to provide food assistance, based upon the figure of 22,000 Afghans in six refugee camps located in the provinces of Semnan, Bushehr,



Sistan/Baluchistan, Kerman and Markazi. It is estimated that 51 percent of total camp population is male and 49 percent female.

46. A camp population survey is to be conducted before the end of the year jointly by UNHCR and, with support from the Bureau of Aliens and Foreign Immigrants Agency (BAFIA), to verify the exact number of refugees in the camps; the survey will provide specific information on the age and gender composition of the target population.
47. The joint WFP/UNHCR assessment mission in July 1995 observed cases of malnutrition. It also noted that the WFP food ration had been set at a low level in the early nineties because of the relatively easy access to employment opportunities available at that time, and the fact that many Afghans were living in open rural settlements with their livestock and were also engaged in some crop production.
48. However, the situation has changed over the last couple of years. Although interviews with refugees show that the basic food distributed free of charge is commonly supplemented with food purchased at the markets, the refugees are increasingly dependent on the WFP rations. With the deteriorating economic situation in Iran, the labour market has shrunk considerably. There is also less demand for unskilled labour, which limits the opportunities for most of the Afghan male refugees. As for women, few, if any, work outside the camps. Some 20 percent of the families in the camp population are without a wage earner. Subsidies on food, medical care and schooling have been withdrawn.
49. The ration for 1996 was therefore increased to cover minimum nutritional requirements, for a population that complements free rations with other commodities. It contains 350 grams wheat, 100 of rice, 20 of edible oil, 30 of pulses and 15 of sugar which provide 1,921 kilocalories and 54 grams of protein. The same ration should be provided in 1997.
50. A joint WFP/UNHCR mission in June 1996 was informed that there were still cases of malnutrition among the camp population. To obtain a clear picture of the situation UNHCR has contracted the NGO Médecins sans Frontières (MSF) to conduct a nutritional survey among the camp population. The results are expected in August 1996; if so warranted by the survey, WFP and UNHCR will arrange for the provision of supplementary food for targeted groups.
51. Every year, a Tripartite Committee (the Governments of the Islamic Republics of Iran and Afghanistan, and UNHCR) establishes a planning figure for the number of persons expected to be repatriating during the year to come. This figure has been set at 500,000 during the last couple of years. However, the actual number of persons repatriating with assistance from WFP and UNHCR has gone down to a much lower level. During 1995, the figure was in the order of 91,000. WFP had previously been budgeting for the delivery of wheat for repatriation (50 kilograms per person) at the same level as the planning figure. During the 1996 mission it was agreed that for 1997 the WFP budget would be set at a level which corresponds to 300,000 repatriating persons. If necessary, the unspent balance of wheat from 1996 will be carried over to 1997.
52. The 1996 mission also looked into the attendance of the refugee children in the schools and found that it was very gender-uneven. Out of approximately 3,750 children attending primary, secondary and high school at the camps, only one third, or about 1,100, are girls. While boys registered at school account for 12 percent of the total refugee population, girls account for only five percent. The gap is larger at higher grades, since very few girls attend secondary school. The mission therefore proposed that an incentive scheme, similar to that used successfully in Pakistan, be introduced to encourage families to send their daughters



to school. Each girl who regularly attends school will be granted a can of oil (approximately 3.6 kilograms) per month.

53. It will take some years before the overall rate of girls attending schools becomes similar to that of boys, since the female increase will have to begin during the first grade and then spread upwards. It is expected that in 1997 the 1,100 Afghan girls currently attending schools, plus the 1,500 additional ones to be attracted by the incentive scheme to register in grade one or in another grade, would amount to approximately 11 percent of the total camp population, or close to 2,500. With 3.6 kilograms of oil per month during a nine-month school year, the oil requirement in 1997 will be 81 tons.
54. The food aid needs for feeding 22,000 refugees in camps, the oil for girls' schooling scheme and 300,000 returnees in 1997 will be as follows:

Commodity	Requirements (tons)
Wheat	
– Refugee feeding (22,000 persons)	2 811
– Encashment repatriation (300,000 persons)	15 000
Rice	803
Edible oil	
– Refugee feeding	161
– Oil for schooling	81
Pulses	241
Sugar	120
Total	19 217

Commodity	Per capita daily ration (grams)
Wheat	350
Rice	100
Edible oil	20
Pulses	30
Sugar	15

Wheat for repatriation of 300,000 Afghan refugees in 1997:

50 kilograms per capita **15 000 tons**

PROJECT COSTS

55. The cost breakdown for the project is as follows:



PROJECT COST BREAKDOWN

	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity			
– Wheat	17 81	208	3 7
– Rice	803	285	228 8
– Edible oil	242	900	217 8
– Pulses	241	450	108 4
– Sugar	120	450	54 0
Subtotal commodities	19 21		4 3
External transport			1 3
ITSH			1 2
Subtotal direct operational costs			2 6
B. Direct support costs			
Subtotal direct support costs			68 4
Total direct costs			6 9
C. Indirect support costs (7.2 percent of total direct costs)			503 1
TOTAL WFP COSTS			7 4
UNHCR COSTS			
Assistance to Afghan refugees in camps and returnees			17 0
TOTAL PROJECT COSTS (WFP and UNHCR)			24 5

FUTURE STRATEGY AND RECOMMENDATIONS

56. The focus of WFP assistance to this regional PRO has shifted from care and maintenance feeding for Afghan refugees in Pakistan and Iran to one of supporting voluntary repatriation **and** increased support for rehabilitation activities inside Afghanistan. The higher level of donor resources committed to Afghanistan, including increased allocations from WFP, is intended to create conditions conducive to the return of refugees and the internally displaced to their places of origin, to facilitate their reintegration and provide rehabilitation assistance to the returnee communities.
57. As care and maintenance food rations to the remaining resident Afghan refugees in Pakistan have been phased out during 1995, WFP will continue to target residual vulnerable refugees through a safety net programme, initially through resources provided from the Pakistan PRO, and eventually through resources provided to the programme of regular assistance to Pakistan. Resources from the Pakistan PRO will also be provided to the sector of natural resource management in Pakistan to support the environmental rehabilitation of refugee-impacted areas, as these project activities provide employment for the remaining Afghan refugees.



58. The assistance in Iran will also concentrate on repatriation, with feeding limited to the remaining refugees in camps who—for lack security or of a household earner—find it difficult to return to Afghanistan at this stage. With the worsening economic situation of the Iranian economy which, in turn, has prompted a new wave of repatriation, the international community is called upon to continue feeding this residual case-load and to provide limited resources as an incentive for girls to attend school.
59. The Executive Director recommends that the Executive Board:
- a) approve continuation of the flexible operation in Afghanistan (food for work, vulnerable group feeding, emergency assistance to IDPs and victims of natural disasters, subsidized sale of bread to the urban poor and assistance to repatriation) for support to the UNHCR/WFP repatriation programme from Pakistan, and for the programme of relief and rehabilitation of returnees, returnee communities and internally displaced persons, with a total food requirement of 173,680 tons;
 - b) approve continuation of food assistance for Afghan refugees in Iran, based upon a daily per capita ration for an estimated 22,000 refugees, the oil for girls' schooling scheme (81 tons) with a total food requirement of 4,217 tons of food commodities;
 - c) approve continuation of the voluntary repatriation programme in Iran through the provision of 15,000 tons of wheat for an estimated 300,000 returnees;
 - d) approve food support to the social safety net programme which targets the most vulnerable of the Afghan refugee population remaining in Pakistan, with a total food requirement of 2,052 tons of oil;
 - e) approve food support to the WFP-assisted programme of environmental rehabilitation of refugee-impacted areas in Pakistan through the provision of 11,530 tons of wheat.



ANNEX I

PROJECT AFGHANISTAN 5086 (Exp.4) DIRECT SUPPORT REQUIREMENTS (in dollars)
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Staff Costs	
International	2 962 750
UNVs	508 000
National Professional Officers	34 000
International Consultants and SSA	
Local staff and Temporaries	2 551 900
Subtotal project personnel	6 056 650
Technical support services	
Project appraisal	10 000
Project evaluation	10 000
Subtotal technical support	20 000
Travel and DSA	
International	20 000
In-country	300 000
Subtotal travel	320 000
Office expenses	
Rental of facility	100 000
Utilities	25 000
Communications	10 000
Office supplies	1 500
Equipment repair and maintenance	75 000
Subtotal office expenses	211 500
Vehicle operation	
Spare parts	
Repairs	
Insurance	20 000
Maintenance	10 000
Fuel	30 000
Subtotal vehicle operation	60 000
Equipment	
Communication equipment	20 000
Vehicles	200 000
Agricultural equipment	
Computer equipment	20 000
Warehouse equipment	
Subtotal equipment	240 000
Non-food items	
Storage facilities	
Kitchen utensils	
Seeds	
Milling costs	
Subtotal non-food items	
Other: Miscellaneous and contingencies	20 000
TOTAL DIRECT SUPPORT COSTS	6 928 150



ANNEX II

PROJECT PAKISTAN 4256 (Exp.7) DIRECT SUPPORT REQUIREMENTS (in dollars)

Staff Costs	
International UNVs	
National Professional Officers	340 000
International Consultants and SSA	
Local staff and Temporaries	551 900
Subtotal project personnel	931 500
Technical support services	
Project appraisal	10 000
Project evaluation	30 000
Subtotal technical support	40 000
Travel and DSA	
International	10 000
In-country	30 000
Subtotal travel	40 000
Office expenses	
Rental of facility	50 000
Utilities	6 000
Communications	10 000
Office supplies	3 000
Equipment repair and maintenance	5 000
Subtotal office expenses	74 000
Vehicle operation	
Spare parts	
Repairs	
Insurance	10 000
Maintenance	10 000
Fuel	15 000
Subtotal vehicle operation	35 000
Equipment	
Communication equipment	30 000
Vehicles	200 000
Agricultural equipment	
Computer equipment	10 000
Warehouse equipment	
Other equipment (specify)	
Subtotal equipment	40 000
Non-food items	
Storage facilities	
Kitchen utensils	
Seeds	
Milling costs	
Subtotal non-food items	
Other: Miscellaneous and contingencies	20 000
TOTAL DIRECT SUPPORT COSTS	1 180 500



ANNEX III

PROJECT IRAN 4258 (Exp.7) DIRECT SUPPORT REQUIREMENTS (in dollars)

Staff Costs

International UNVs	
National Professional Officers	
International Consultants and SSA	
Local staff and Temporaries	50 700
Subtotal project personnel	

Technical support services

Project appraisal	
Project evaluation	
Subtotal technical support	

Travel and DSA

International	1 000
In-country	3 600
Subtotal travel	4 600

Office expenses

Rental of facility	3 600
Utilities	
Communications	1 500
Office supplies	500
Equipment repair and maintenance	1 000
Subtotal office expenses	6 600

Vehicle operation

Spare parts	
Repairs	
Insurance	2 000
Maintenance	2 000
Fuel	2 000
Subtotal vehicle operation	6 000

Equipment

Communication equipment	
Vehicles	
Agricultural equipment	
Computer equipment	
Warehouse equipment	
Subtotal equipment	

Non-food items

Storage facilities	
Kitchen utensils	
Seeds	
Milling costs	
Subtotal non-food items	

Other: Miscellaneous and contingencies	500
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TOTAL DIRECT SUPPORT COSTS	68 400
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