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For approval



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PROTRACTED RELIEF AND RECOVERY OPERATION— SUDAN 10122.0

Food Assistance for Eritrean Refugees

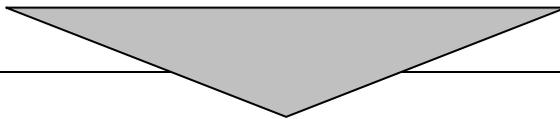
Number of beneficiaries (monthly average)	55,000 (May–Dec. 2002) 27,500 (Jan.–Dec. 2003)
Duration of project	20 months (1 May 2002–31 Dec. 2003)

Cost (United States dollars)

Total cost to WFP	7,438,623
Total food cost	3,439,548

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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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Executive Summary

Sudan is the largest country in Africa, occupying an area of approximately 1 million square miles, with a population of 31 million. It is classified as a least developed country (LDC), with a 1999 ranking of 142 out of 174 in the United Nations Development Programme (UNDP) Human Development Index. Civil war has raged intermittently in the country since independence in 1956. The effects of this war are exacerbated by the presence of Eritrean and Ethiopian refugees in eastern Sudan. The refugees (currently 110,000 Eritreans located in 20 camps and approximately 600 Ethiopians located in three camps¹) are recipients of WFP and the UNHCR assistance. The repatriation process for Eritrean refugees is ongoing, with the majority expected to repatriate during the lifespan of this project. WFP has, however, taken into consideration factors such as the political affiliation of some of the refugees and the recurrence of security incidents in eastern Sudan as extraneous factors that may slow down the repatriation process. Hence, for planning purposes, during the period from May to December 2002, WFP will prepare for a monthly average of 55,000 refugees and in the period from January through December 2003, for a monthly average of 27,500 beneficiaries.

A report by the evaluation mission of protracted relief operation (PRO) 4168.05 and protracted relief and recovery operation (PRRO) 6189.00 was discussed and endorsed by the Executive Board in March 2001. Among the recommendations was a call for a joint food assessment mission (JFAM), subsequently conducted in June 2001 by WFP, UNHCR and Sudan's Commissioner for Refugees (COR). The JFAM indicated that the general food security situation had declined over the years, with agricultural production in areas surrounding the camps exhibiting the same trend. The JFAM identified 66 percent of the total refugee caseload—comprising female-headed households (divorced and widowed), the elderly, orphans and the handicapped—as most vulnerable, and the period March through June as the most critical in terms of food deficit. Based on these findings, seasonal targeting will be employed during the life of the operation. A full ration will be provided to the vulnerable, who will be identified by the community (elder committees, non-governmental organizations [NGOs] and United Nations agencies). The less vulnerable will receive a full ration only during the lean season (March to June) and a half ration for the rest of the period.

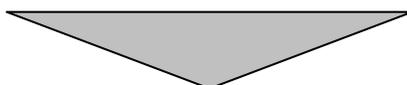
The Selective Feeding Programme (SFP) will continue to cater for malnourished children under 5, expectant and nursing mothers and tuberculosis patients. WFP activities, under the recovery component, will include skills training aimed at assisting refugees to be self-sufficient upon their return home. Additionally, environmental

¹The 600 Ethiopian refugees were screened in by UNHCR, and WFP is requested to continue the provision of food assistance to this caseload. The refugees are, therefore, covered under this PRRO.



rehabilitation activities will be undertaken in the camps and their surroundings. All activities are expected to cater for at least 50 percent women participants. Hygiene and nutrition training will specifically target women, and is expected to affect more than 14,250 women.

Draft Decision



The Board approves PRRO Sudan 10122.0—Food Assistance for Eritrean Refugees (WFP/EB.1/2002/8/7).



CONTEXT AND RATIONALE

Context of the Crisis

1. The Sudan, the largest African country, has a population of 31 million, and in many ways represents a special humanitarian and development situation. Civil war, which has continued within this country since independence in 1956, continues to drain national resources to the detriment of social and economic development. Recurring droughts and floods have exacerbated the situation, leading to further population displacement, famine, abject poverty and environmental degradation.
2. Classified among the least developed countries, the Sudan ranked 142nd out of the 174 countries listed in the 1999 UNDP Human Development Report. A nationwide study conducted by UNICEF in 2001 reported a high prevalence of acute malnutrition in children under 5 (19 percent) for northern Sudan and 17 percent for the major areas of the south using weight-for-height (WFH) indicators. Since 1991, an upward trend has been reported particularly for the northern regions, which are known to be chronically food insecure. Consequently the nutritional status has deteriorated and has been exacerbated by the recent drought. The morbidity rate for Sudan is 80 per 100,000. The infant mortality rate is 73 per 1,000, and life expectancy is estimated at 56 years for women and 53 for men.²
3. Historically, the Sudan has played host to large numbers of refugees, the majority of whom originated from Eritrea and Ethiopia. Refugees have crossed into the Sudan fleeing civil and political conflict, often compounded by natural disasters (drought and famine). WFP, in collaboration with UNHCR and the Government of the Sudan, has provided food assistance to refugees since 1967.
4. Presently, there are two caseloads being assisted by WFP in the Sudan under two distinct operations. The first caseload, 132,931 refugees (121,012 Eritreans and 11,919 Ethiopians) are assisted under PRRO 6189.00—Food Assistance for Eritrean and Ethiopian Refugees—at a total cost to WFP of US\$15.1 million and a total amount of 34,313 mt of mixed food commodities. The PRRO was intended to assist this caseload in May 2000, and 121,012 refugees from June to October 2001 (subsequently extended to April 2002). The majority of this caseload is a result of influxes during 1990/1991 from Ethiopia and Eritrea. However, since the UNHCR cessation clause for Ethiopian refugees went into effect in March 2000, the number of Ethiopians has declined, primarily due to repatriation, and only some 600 remain relevant to UNHCR. During the lifetime of PRRO 6189.00, a series of repatriations for Eritrean refugees has taken place based on tripartite agreements signed by the Governments of Eritrea and the Sudan and UNHCR in April 2000 and March 2001. The outcome of these meetings was the repatriation of 11,000 Eritrean refugees during the period May to July 2001. All repatriating refugees received a two-month repatriation package. Therefore, the remainder of this first caseload is 110,000 individuals. These refugees are located in 20 camps spread over the four states of Gedaref, Gezira, Kassala and Sennar (see Annex III).
5. The second caseload is the result of the influx of May 2000, when more than 95,000 Eritreans crossed the border following an outbreak of hostilities between Ethiopia and Eritrea. This group has so far been catered for under a separate emergency operation (EMOP 6250.00), expected to end in December 2001, by which time it is envisaged that a

² WFP Country Strategy Outline: Sudan, 2000.



large proportion of the refugees shall have returned home. Of this number, some 70,000 returned spontaneously to Eritrea while 10,000 were repatriated during the period May to July 2001 and received a two-month repatriation package. The residual caseload now numbers 17,000 and is located in three camps in Kassala State. Assistance to both caseloads will be merged into one PRRO as of 1 January 2002, thus responding to all on the basis of need.

6. UNHCR assistance covers basic services such as education, health and piped water for camp-based refugees. While funding is provided by UNHCR, services are provided by COR. The annual cost of such services is approximately US\$12.2 million. Education is limited to primary level while water is provided at the World Health Organization (WHO) standard (20 litres per day). Health services and selective (supplementary and therapeutic) feeding programmes are implemented by five national NGOs: Sudanese Red Cross (SRC), Human Appeal International (HAI), Benevolence International Organization (BIO), Global Health Foundation (GHF) and Islamic African Relief Agency (IARA), which are UNHCR implementing partners.
7. PRRO 6189.00 called for increased targeting to determine vulnerability, and as such had a reduced food component compared with the preceding project, PRO 4168.05. However, such targeting was dependent on the updating and exchanging of worn-out (i.e. dog-eared, illegible) ration cards, before the project began in May 2000. This process has been completed in eight of the refugee camps. Therefore, WFP distributed a half ration in reception and wage-based camps (see paragraph 23) during the period May–October 2000.³ From June to October 2001, these refugees again received the full ration. Refugees in land-based camps were already receiving a half ration, and thus their ration scale did not change throughout the lifespan of PRRO 6189.00.
8. An evaluation mission for PRO 4168.05 and PRRO 6189.00 took place in March 2001. The following main recommendations have been taken into consideration in the preparation of this PRRO:
 - Improved targeting should be implemented to ensure that the most needy are effectively reached.
 - UNHCR and WFP should update the number of camp-based beneficiaries.
 - A JFAM and socio-economic survey should be conducted.
 - The Letter of Understanding (LOU) between WFP and COR on warehouse management and repairs should be finalized.
 - The training of refugee women in nutrition and hygiene should be continued.
9. As also recommended in the evaluation mission, a joint WFP, UNHCR and COR JFAM with a specific socio-economic component was undertaken in June 2001. The mission findings provided input for the preparation of the operation. In order to bridge the current PRRO with this new operation, a budget revision for an extension in time and additional resources was submitted in August 2001 to extend PRRO 6189.00 from November 2001 to April 2002. The food distribution requirements allow for expected carryover and pledges at the end of October 2001.

³ A full ration was distributed in November and December 2000.



Situation Analysis

10. Of the remaining 127,000 Eritrean refugees as of September 2001, UNHCR plans to complete the repatriation of the residual 17,000 refugees assisted under EMOP 6250.00 by the end of December 2001. UNHCR plans to repatriate an additional 24,000 refugees under the extended PRRO 6189.00 by December 2001, however UNHCR is not optimistic that it will achieve this latter goal fully. Therefore, the planning figure for the budget revision of PRRO 6189.00 is 110,000 refugees. UNHCR envisages that during 2002, 90,000 refugees will be repatriated.
11. Factors such as the political affiliations of some refugees, security incidents in eastern Sudan and the fragility of the social and infrastructure systems in Eritrea could slow down repatriation. Given these factors and previous experience, UNHCR requested that WFP consider some contingency measures to cater for refugees who may not repatriate within their time frame.
12. To take due consideration of the fragile nature of the repatriation programme, WFP will assume that no more than half of the current caseload (i.e. 55,000) will be repatriated during 2002. Based on this, the current caseload will be phased out with some degree of contingency by December 2003. For planning purposes, the period from May to December 2002 will cater for a monthly average of 55,000 beneficiaries, and the period from January to December 2003 will cater for a monthly average of 27,500 beneficiaries.
13. The findings of the JFAM indicate that the general food security situation of refugees has deteriorated over the years. The various means of sustaining livelihoods for refugees has slowly declined. Over the past two agricultural seasons, the average area of sorghum cultivated and produced has declined by approximately 47 percent. This implies fewer employment opportunities for refugees. Currently, the average area cultivated annually in agriculture-based camps is about 1.16 feddans (1 feddan = 1.04 acres), while average annual production per feddan amounts to approximately 150 kg of sorghum per year. The average price of sorghum, a staple food for the refugees, has more than doubled since 1998. This limits access to food through market purchase. Livestock ownership has declined significantly as refugees sell their animals as a coping strategy. The general agricultural production in areas surrounding the camps is also declining.
14. The JFAM estimated that approximately 66 percent of households were meeting an insignificant proportion of their daily nutritional requirement. This percentage was derived from systematic sampling techniques (5 percent sample). Indicators that identified the vulnerable were agreed upon by the community. The 66 percent classified as vulnerable represent 73 percent of the population in reception camps, 63 percent in wage-based camps and 62 percent in land-based camps. The remainder of the refugee households were able to cover about 50 percent of their requirements and are therefore classified as less vulnerable. Coping mechanisms for the less vulnerable include their own food production, seasonal agricultural employment and light trade. However in most cases, these activities contribute to less than half of the refugee needs. Kinship support, borrowing and reduced food intake are other means refugees employ to cover their food deficits. It was also clear that vulnerability varied across the seasons, with the "lean season" (March through June) being the most critical. These variations introduce the option of seasonal targeting.
15. The average malnutrition rate among children under 5 in March 2001 was 13 percent. The findings of the JFAM indicated an overall increase in vulnerability levels, particularly for children, female-headed households and the elderly. In this context, it is recommended that an SFP be implemented. Currently 8 percent of the population is catered for under this programme. Disease patterns have declined since 1999, with the most common current diseases among those refugees reporting sick being malaria (35-40 percent), acute



respiratory infection (ARI) (28 percent) and chronic diarrhoea (12 percent). WFP, UNHCR and COR undertake nutritional surveillance through the NGOs active in the refugee camps. An annual nutrition survey is conducted jointly by WFP, UNHCR and COR. WFP designed a monthly malnutrition early-warning system (MEWS) to estimate the level of malnutrition of children under 5 in the various camps.

16. The ratio of male to female refugees is 1:1. Forty-two percent are within the economically active age group (16 to 55 years); of these 24 percent are female. Thirty percent of the total population lives in female-headed households; of these heads of households, 27 percent are either widowed or divorced. Refugee women's mobility and access to labour—particularly when it involves working alongside men—are limited due to the socio-culturally conservative nature of the refugees, thus increasing risk of food insecurity.
17. The community identified the vulnerable groups as female heads of households (divorced and widowed), the elderly, orphans and the handicapped. The JFAM findings also indicate that based on the same indicators used by the elder committees, NGO home visitors and the community (e.g. condition of dwelling, number of livestock, family appearance—particularly of the children—and food stock of household) these three groups are capable of identifying the most vulnerable. These findings indicate that community-based targeting could be implemented effectively with the monitoring and support of COR-hired camp managers and WFP/UNHCR field staff.
18. Women currently participate on all elder committees. Five years ago they were not represented at all. Food distribution by women also began in 2000, and currently women are involved in food distribution in 32 percent of the camps (mainly serving as servers ["scoopers"] and queue organizers). Women have reported that this activity allows them to understand better the WFP ration scale and serves as encouragement for other women to collect and hence manage WFP food. Women are involved in the implementation of the SFP in all of the camps and are assigned leading roles in 73 percent of the camps. A training of trainers (TOT) activity launched in September 2000 provided refugee women with knowledge of and skills in nutrition and hygiene. Women who participated in the training reported that the training increased their confidence and afforded them the opportunity to socialize as a group. To date, 165 refugee women have been trained as trainers, and they in turn successfully trained an additional 6,264 refugee women.
19. Currently, WFP in collaboration with UNHCR supports the SRC in implementing a pilot training programme on income-generating activities (handicrafts production and spaghetti- and soap-making for women, and blacksmith training for young men). To date, some 1,200 people have been trained.
20. The presence of refugees over the years has contributed to the overall environmental degradation of their surrounding environment as a result of the uncontrolled collection of wood for fire and shelter. WFP supports the UNHCR Environmental Rehabilitation Programme. Implementation of rehabilitation activities is done mainly through the participation of the local community, since they live under the same poor conditions as the refugees.

Government Recovery Policies and Programmes

21. The open policy of the Government of the Sudan towards refugees has facilitated assistance to refugees. The key elements of this policy state: (i) the right of refugees to voluntary repatriation, (ii) pending their return, that refugees should be handled in such a way as to ensure their living conditions and security, and to provide them with the



necessary educational and health facilities; and (iii) that there is a need for the international community to assist in planning requirements and the financial, technical and administrative resources necessary for the achievement of these objectives.

22. The administrative framework responsible for the Sudan's asylum policy and practice falls under the Ministry of Interior. COR is responsible for the coordination and implementation of assistance to the refugees and for the management of the refugee camps in collaboration with WFP and UNHCR. COR, through the Minister of State, reports to the Minister of the Interior. The Sudan is a signatory to the 1951 convention relating to the status of refugees as well as to its 1967 Protocol and the 1969 Convention of the Organization of African Unity on Refugee Problems in Africa. The Government of Sudan passed the Regulation of Asylum Act on 21 May 1974 to formalize the status of asylum of refugees in the country.
23. The refugees to be assisted under this PRRO are settled in three types of camps, namely reception, wage and land based:
 - **Reception camps (49 percent of population):** These were initially meant to serve as reception points from which refugees would later be resettled. These camps are located mainly near the border and are far away from the agricultural areas. This implies limited labour or agricultural employment opportunities.
 - **Wage-based camps (30 percent of population):** These camps are located close to agricultural areas, where it is expected that the refugees would be able to find employment and thus become self-reliant. However, the refugees face limited labour opportunities primarily as a result of competition from the indigenous labour force.
 - **Land-based camps (21 percent of population):** These are where the majority of refugees have been allocated land (3 to 10 feddans). The findings of the June 1999 socio-economic survey indicated that 40 percent of those residing in land-based camps were in fact not allocated land. A large number of refugees who did receive land experienced the discontinuation of extension services (such as credit schemes, tractor hire services, the provision of seed and technical advice), which prevented them from cultivating.
24. The placement of refugees in the various camps was based mainly on when the refugees arrived in the country. Earlier arrivals were settled in land- and wage-based camps. However, with an increased influx over time and diminishing government resources, more refugees were permanently accommodated in reception camps.

Rationale

25. The findings of the JFAM indicate that refugees are in need of continued food assistance. However, findings also indicate that food assistance should be based on targeting, with the most vulnerable receiving a full ration throughout the project's duration. The remaining less vulnerable will receive a half ration throughout the year, except for the lean season, when they will receive a full ration. The proposed targeted distribution is meant to meet the refugees' basic food requirements and to prevent depletion of their assets while at the same time enhance their emerging coping mechanisms. These coping mechanisms will also facilitate their reintegration upon repatriation. Malnourished children under 5, expectant and nursing mothers and tuberculosis patients will be catered for under the SFP.
26. Until repatriation occurs, refugees will benefit from WFP food assistance that will also be used to reinforce food for training and environmental rehabilitation. These skills are envisaged as assets that will help the refugees reintegrate upon their return to Eritrea. As



agreed during the last tripartite (UNHCR/Government of the Sudan/Government of Ethiopia) meeting (Nairobi, 14 September 2001), WFP Eritrea will provide a two-month installation package for repatriating refugees upon their arrival in Eritrea with subsequent full monthly rations until the end of the 2002 harvest. No other repatriation package is included in this operation. This will prevent refugees' carrying an extra load during repatriation and will send a strong political signal of welcome.

RECOVERY STRATEGY

Beneficiary Needs

27. The JFAM estimated that 66 percent of the population was vulnerable and also recommended community-based targeting and the continuation of SFP.
28. The main staples of the beneficiaries are sorghum, wheat or a combination of both. Lentils are the preferred pulses. Refugees are occasionally provided with non-familiar pulses. A September 2001 TOT on nutrition and hygiene demonstrated to refugee women various energy-efficient ways of cooking these pulses and educated them on the pulses' nutritional value. The post-distribution monitoring (PDM) reports reflect increased consumption of unfamiliar pulses after the introduction of these training sessions.

The Role of Food Aid

29. Food aid will play a significant role not only in helping to maintain and improve the health and nutrition of the refugees, but also in serving as an incentive to support training and environmental activities. Food aid will be provided through the following activities:
 - targeted distribution;
 - selective feeding programme;
 - food for training; and
 - food for environmental rehabilitation.

Programme Approaches

30. Targeted distribution will provide a full ration to the vulnerable (a monthly average of 36,300 beneficiaries from May to December 2002 and 18,150 from January to December 2003). As in the current PRRO, the individual daily ration will consist of 500 g of cereals, 70 g of pulses, 30 g of vegetable oil, 20 g of sugar and 5 g of salt. The half ration consists of 250 g of cereals, 35 g of pulses, 15 g of vegetable oil, 10 g of sugar and 5 g of salt. The less vulnerable (a monthly average of 18,700 from May to December 2002, and 9,350 from January to December 2003), will receive a full ration only during the lean season and a half ration for the remaining period.
31. Food-for-training (FFT) activities will target vulnerable groups in particular, approximately 17,250 individuals (May 2002 to December 2003), with at least 50 percent of beneficiaries expected to be women or girls. Food will be provided as an incentive to attract the trainees and sustain their regular attendance.
32. Food-for-environmental-rehabilitation (FFER) activities will target approximately 11,200 individuals (May 2002 to December 2003). Participation of women will be encouraged up to at least 50 percent, where possible. The main participants in this activity



will be the local community (Sudanese nationals) to ensure sustainability of these activities.

33. Through WFP's efforts, women are currently represented on the elder committees in all the camps. Within this PRRO, WFP will continue its advocacy efforts to ensure that women's representation on these committees is at least 50 percent in all camps and that women undertake leadership roles within these committees. Approximately 30 percent of all ration cards issued to heads of households are issued to female beneficiaries. Currently, 60 percent of those who physically collect food at distribution points are women. WFP together with UNHCR and COR will encourage more women to collect the distributed food through optimum location of distribution centres, the provision of shade and the forming of separate speedier queues for vulnerable women.

Risk Assessment

34. Factors that may negatively affect the implementation of this project are as follows:
- delayed repatriation;
 - civil conflict that may inhibit the accessibility of areas of operation;
 - the non-availability of non-food items, or the failure of counterparts to meet their financial and/or technical obligations; and
 - cultural norms that may limit the extent of activities aimed at narrowing the gender gap.

Objectives and Goals

35. The long-term objectives are to:
- strengthen the coping mechanisms of refugees and contribute towards their achievement of food security upon their return to Eritrea;
 - assist in bridging the gender gap among the refugee population and improve the conditions of refugee women; and
 - assist in the environmental rehabilitation of refugee-affected areas.
36. The immediate objectives are to:
- contribute towards maintaining and improving the health and nutrition of refugees within the camps until their final repatriation or until an alternative solution is found;
 - equip refugees, especially women, with basic knowledge and skills on hygiene and nutrition to ease their repatriation; and
 - support the repatriation process through skills provision.



IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components

✧ *Protracted Relief*

37. The relief component (targeted distribution and SFP) represents 87 percent of total food tonnage requested for the two years. The main objective of the relief component is help maintain and improve the health and nutrition of the refugees.
38. The food basket of the **targeted distribution** will consist of sorghum or wheat, vegetable oil, pulses, sugar and iodized salt. These commodities take into account the refugees' food habits. The full ration is consistent with the WFP/UNHCR guidelines for estimating nutritional needs in emergencies, providing slightly more than 2,100 kcal/person/day and meeting protein and fat requirements. The cereal ration is calculated to compensate for milling losses (estimated at 10 percent) i.e. 500 g instead of 450 g. The daily ration and the food requirements for the targeted distribution are summarized in Tables 1 and 2.
39. The **selective feeding programme** will provide the following:
 - **supplementary feeding (SF):** a dry, take-home ration, to all moderately malnourished children (70–80 percent WFH), severely anaemic children under 5, medical and social referrals (chronically ill, elderly people without support) and expectant and nursing mothers; and
 - **a therapeutic feeding (TF):** for severely malnourished children (less than 70 percent WFH) and for people suffering from chronic illnesses.
40. As recommended by the evaluation mission, the SF ration was increased from 941 kcal to 1,017 kcal and 36 g of protein. The TF ration equals 2,443 kcal and 81 g of protein.

✧ *Protracted Recovery*

41. The recovery component represents 13 percent of the total food requirements and aims at strengthening the refugees' coping mechanisms with the eventual goal of returning them to Eritrea. In order to ensure sustainability, food assistance will be provided to the local population involved in the rehabilitation of refugee-affected areas (RAAs). UNHCR, government counterparts and NGOs will provide inputs such as trainers, equipment, and technical expertise for recovery activities.
42. Under the recovery operation, the following sub-components will be covered:

Food for Training

43. A total of 14,250 refugee women will be targeted for FFT for the duration of the operation. Of the vulnerable within the camps, an estimated 3,000 refugees, of whom women should number at least 50 percent, will be involved in other FFT activities.

Food for Environmental Rehabilitation

44. The FFER activities will target approximately 11,200 refugees, at least 50 percent women. These activities include seedling cultivation, tree planting; energy saving; awareness raising and general extension services. Other activities include the clean-up and rehabilitation of camps closed after the repatriation of their occupants.



45. The overall food requirement for the 20-month period, for both the relief and the recovery component, is indicated in Table 3.

TABLE 1: RATION SCALE
(g/person/day)

	Vulnerable	Less vulnerable ⁴ (Jul. 2002–Feb. 2003)	Supplementary feeding	Therapeutic feeding
Cereals	500	250	-	200
Pulses	70	35	-	60
Vegetable oil	30	15	20	90
Sugar	20	10	20	90
Salt	5	5	-	-
Corn-soya blend (CSB)	-	-	200	-
Dried skim milk (DSM)	-	-	-	120

TABLE 2: FOOD REQUIREMENTS (mt)

	Vulnerable		Less vulnerable		Supplementary feeding		Therapeutic feeding		Total
	May–Dec. 2002 (36 300 beneficiaries)	Jan.–Dec. 2003 (18 150 beneficiaries)	May–Dec. 2002 (18 700 beneficiaries)	Jan.–Dec. 2003 (9 350 beneficiaries)	May–Dec. 2002 (4 950 beneficiaries)	Jan.–Dec. 2003 (2 475 beneficiaries)	May–Dec. 2002 (550 beneficiaries)	Jan.–Dec. 2003 (275 beneficiaries)	
Cereals	4 429	3 312	1 426	1 138	0	0	27	20	1 052
Pulses	620	464	200	160	0	0	8	6	1 458
Vegetable oil	266	199	85	68	24	18	12	9	681
Sugar	177	132	57	46	24	18	12	9	475
Salt	44	33	23	18	0	0	0	0	118
CSB	0	0	0		242	181	0	0	423
DSM	0	0	0		0	0	16	12	28
Total	5 536	4 140	1 791	1 430	290	217	75	56	13 535

TABLE 3: OVERALL FOOD REQUIREMENTS (MAY 2002–DECEMBER 2003)
(mt)

	Cereals	Pulses	Oil	Sugar	Salt	CSB	DSM	Total
Targeted distribution	10 305	1 444	618	412	118	0	0	12 897
Selective feeding	47	14	63	63	0	422	28	637
Recovery component	1 557	218	93	49	24	0	0	1 941
Total	11 909	1 676	774	524	142	422	28	15 475

⁴ During the lean season, this caseload will receive the same ration as the vulnerable.



Beneficiaries

46. Of the average monthly number of 55,000 beneficiaries (May–December 2002) who will receive food aid, an average of 36,300 refugees (66 percent) are vulnerable and will receive a full ration until their repatriation. The vulnerable are subdivided as follows: female-headed households (45 percent), disabled (43 percent) and elderly (12 percent). Given the homogeneous nature of the caseload, it is expected that the same proportion will be applicable throughout the duration of the PRRO (66 percent of the 27,500 from January to December 2003).
47. The balance, an average of 18,700 refugees (34 percent) who are less vulnerable, will receive a full ration during the lean season (March–June 2002) and a half ration during the period July to December 2002. The less vulnerable 9,350 will be targeted using the same methodology as described above.
48. The total average number of refugees expected to be assisted under SFP on a monthly basis from May to December 2002 is approximately 5,500 (10 percent), and 2,750 from January to December 2003. These figures are based on previous experience and are subdivided into the following categories: supplementary feeding for expectant and nursing mothers (5 percent), malnourished children under 5 (2 percent), medical and social referrals (2 percent); and therapeutic feeding (1 percent).

Selection of Activities

49. Possible activities identified by the community to be incorporated into FFT are mentioned in paragraphs 19 and 20. It is also proposed that the current TOT be expanded to provide refugees, particularly women, with primary health care tuition and to make them aware of environmental issues and harmful traditional practices such as female genital mutilation. These activities will be implemented in collaboration with UNHCR, COR and the relevant local NGOs or authorities. WFP will provide food for training as an incentive to cover costs for women with heavy household obligations and for Sudanese nationals included in environmental activities. (Sudanese nationals live under the same conditions as refugees but do not receive regular WFP assistance.) The beneficiaries will be responsible for the management and distribution of food aid under the supervision of field staff.

Activity Approval Mechanisms

50. All activities will be based on community participation and will be jointly approved by WFP, UNHCR, COR and the concerned local partner. A Letter of Agreement will be signed to outline obligations of each partner. A joint committee will be responsible for monitoring and evaluating the activities and compiling reports. Independent management of each micro-project will be undertaken by the beneficiaries themselves under the supervision of the field staff of WFP, UNHCR and COR. Involvement of the beneficiaries on these committees is meant to enhance their management and leadership skills.

Institutional Arrangements and Selection of Partners

51. COR will be responsible for ensuring that all commodities and any other resources provided by WFP are properly cleared, received, handled, distributed and accounted for. Using its own resources, the Government will arrange for the personnel and funds necessary to manage this operation, including the food distribution in the camps. COR will also be responsible for regular reporting on project implementation and will act as the channel for communication between WFP and the Government of Sudan.



52. Joint WFP/UNHCR/COR food coordination meetings will take place on a monthly basis as fora for the discussion of food stocks, deliveries and distribution plans and for the updating of camp population statistics. WFP and UNHCR monthly technical meetings will continue as a forum for sharing information, preparing work plans and reviewing project implementation. Monthly meetings will also be held with the NGOs implementing the SFP. These NGOs are also accountable for commodities received from WFP and will report on activities' implementation. All reporting will be disaggregated by gender and will conform to WFP formats.

Capacity-building

53. Training workshops include gender sensitization for staff and implementing partners with special focus on camp managers who have the potential to play an influential role in advocating more freedom for women. Communication and leadership packages will also be offered to members of elder committees. Capacity-building for counterparts will be further strengthened through close collaboration and coordination in field visits, assessments, workshops, etc.

Logistics Arrangements

54. WFP is responsible for food transport up to the extended delivery points (EDPs). EDPs are located within the 20 camps. COR is responsible for receiving and storing the food commodities at EDPs as well as transporting and distributing food to distribution sites. The food deliveries will be accounted for using WFP waybills. COR will also submit monthly stock balance and distribution reports and provide sufficient staff to manage the warehouses.
55. Local and/or regional purchases will be made, taking into account cost-effectiveness, availability of cash-in-lieu of commodities, and availability of adequate cereal and iodized salt in the country.
56. Food distribution will be undertaken monthly to ensure that the refugees manage their ration in an appropriate manner. Since certain EDPs are inaccessible during the rainy season (July to October) WFP will continue to provide food stocks sufficient for at least two months, to avoid supply disruption.
57. Refugees with ration cards will receive their monthly rations at camp distribution centres. Food is given to the refugees upon presentation of ration cards. While COR has overall supervision of food distribution, the refugees perform the management of the actual weighing, scooping and other related functions.
58. In accordance with the Memorandum of Understanding (MOU) signed between UNHCR and WFP, the management of the 40 warehouses located within the refugee camps would fall under the responsibility of WFP. WFP expects to sign a LOU with the Government of the Sudan in 2002 specifying the terms and conditions of the management of these warehouses. Therefore, under PRRO 10122.0, WFP will be responsible for the costs of staffing, maintenance and repair, and basic equipment to operate the warehouses. Of any new staff to be recruited for warehouse management, at least 50 percent should be women. With this added responsibility and the increase in internal rates of transport, a revised landside transport, storage and handling (LTSH) matrix was prepared, which resulted in a LTSH rate of US\$104/mt, of which EDP management accounts for US\$34/mt.



Monitoring and Evaluation

59. WFP maintains a sub-office in Showak to closely monitor PRRO 6189.00 and EMOP 6250.00. Two female international food-aid monitors and three national assistants (two male and one female) currently manage this sub-office. One female international project officer is based in Khartoum and is responsible full time for both operations. One logistics officer will ensure appropriate food management and record-keeping practices. A national gender officer responsible for the WFP northern Sudan operation will be recruited in early 2002 and will assist project staff in mainstreaming gender activities.
60. WFP will monitor the receipt and storage of food at EDPs. Food distribution at the camp level will be jointly monitored with UNHCR and will be strengthened to support community-based targeting. Monitoring activities include food basket monitoring (FBM) and random post-distribution surveys. WFP staff will also follow up on the implementation of food for training and food for environmental rehabilitation. Participation of refugees, especially women, in food distribution and management will be enhanced. Standard reporting formats will be used for the various project activities; field reports will be shared with other implementing partners. The SFP will be monitored in collaboration with UNHCR and COR. The modalities for running the SFP will be standardized, and implementation procedures will be reflected in joint Letters of Agreement with NGOs.
61. The nutritional data collected at feeding centres on malnourished children and the trends in numbers of beneficiaries enrolling will be used to monitor the prevailing nutritional status and act as an early warning system, to identify and mitigate nutrition problems. The annual nutrition survey will be conducted from September to October. Rapid nutrition assessments will also be conducted at certain selected camps, at least twice a year, one after harvest (around January) and the other during the lean period (around May) to provide a benchmark for tracing seasonal and annual changes in nutrition status.
62. Monitoring and performance indicators include:
- number of refugees fed, by gender;
 - number of refugees trained, by gender;
 - malnutrition rates;
 - percentage of women on food management committees;
 - percentage of camps where women are assigned leading roles;
 - statistics on food distribution;
 - area of forest rehabilitated;
 - number of refugees involved in planting activities;
 - number of staff trained; and
 - number of reports produced.

Security Measures

63. Given the prevailing civil instability in the Sudan, a number of security measures, including the use of field security officers, are in place as part of the general arrangements of the United Nations security system already in the country.
64. Most refugee camps are situated along the border between the Sudan, Eritrea and Ethiopia. Several security incidents have taken place over the last two years, with the most significant being the rebel incursion at Kassala town in November 2000. That incident and



others have inhibited the accessibility of certain camps. All staff continue to follow regular precautionary security measures during operation implementation.

65. The government approval for the installation of mobile radios in some WFP vehicles enhances staff security. Security-awareness training was also undertaken for all WFP staff in this area.

Exit Strategy

66. As agreed in the last Tripartite Repatriation Agreement, WFP will provide targeted assistance to Eritrean refugees until their repatriation. It was also agreed that refugees would not receive a repatriation package in the Sudan, as in the past, but instead would obtain an installation package in Eritrea.
67. The introduction of FFER and FFT is meant to strengthen the coping mechanisms of refugees and to equip them with skills that will enhance their repatriation. WFP in collaboration with UNHCR and COR will also assist in rehabilitating RAAs.
68. WFP will start to phase out during 2003. The number of international staff will be reduced by 50 percent from mid-2003, while national staff will be reduced by 30 percent. A further reduction will occur in December 2003, with only skeleton staff in place in January and February 2004. This staff (two international and eight national) will be utilized for winding up and the preparation of relevant operation reports.

Contingency Mechanism

69. The contingency mechanism adopted in the project is the anticipation of delayed repatriation resulting from external factors that are beyond WFP's control, and thus, in agreement with UNHCR, the operation has been programmed to last beyond the scheduled period of repatriation, December 2002. Therefore, all food planned for 2003 should be considered contingency.

RECOMMENDATION

70. The PRRO is recommended for approval by the Executive Board, within the budget provided in the Annexes.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Maize	11 909	176	2 095 984
– Pulses	1 676	291	487 716
– Vegetable oil	774	678	524 772
– Sugar	524	250	131 000
– Iodized salt	142	75	10 650
– CSB	422	283	119 426
– DSM	28	2 500	70 000
Total commodities	15 475	222.26	3 439 548
External transport		68.37	1 058 028
Landside transport		46.57	720 815
Subtotal for ITSH		57.42	888 584
Total LTSH		103.99	1 609 399
Other direct operational costs		1.74	27 000
Total direct operational costs		396.37	6 133 975
B. Direct support costs (see Annex II for details)			
Total direct support costs		49.52	766 417
C. Indirect support costs (7.8 percent of total direct costs)			
			538 231
TOTAL WFP COSTS		480.68	7 438 623

¹ 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 II

DIRECT SUPPORT REQUIREMENTS <i>(dollars)</i>
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Staff

International Professional staff	468 417
National General Service staff	210 000
Overtime	12 000
Staff duty travel	11 000
Rest & recuperation	12 500
Staff training and development	5 000
Subtotal	718 917

Office expenses and other recurrent costs

Rental of facility	4 000
Utilities (general)	5 000
Office supplies	3 000
Communication and IT services	8 000
Equipment repair and maintenance	6 000
Vehicle maintenance and running costs	15 000
Other office expenses	3 000
Subtotal	44 000

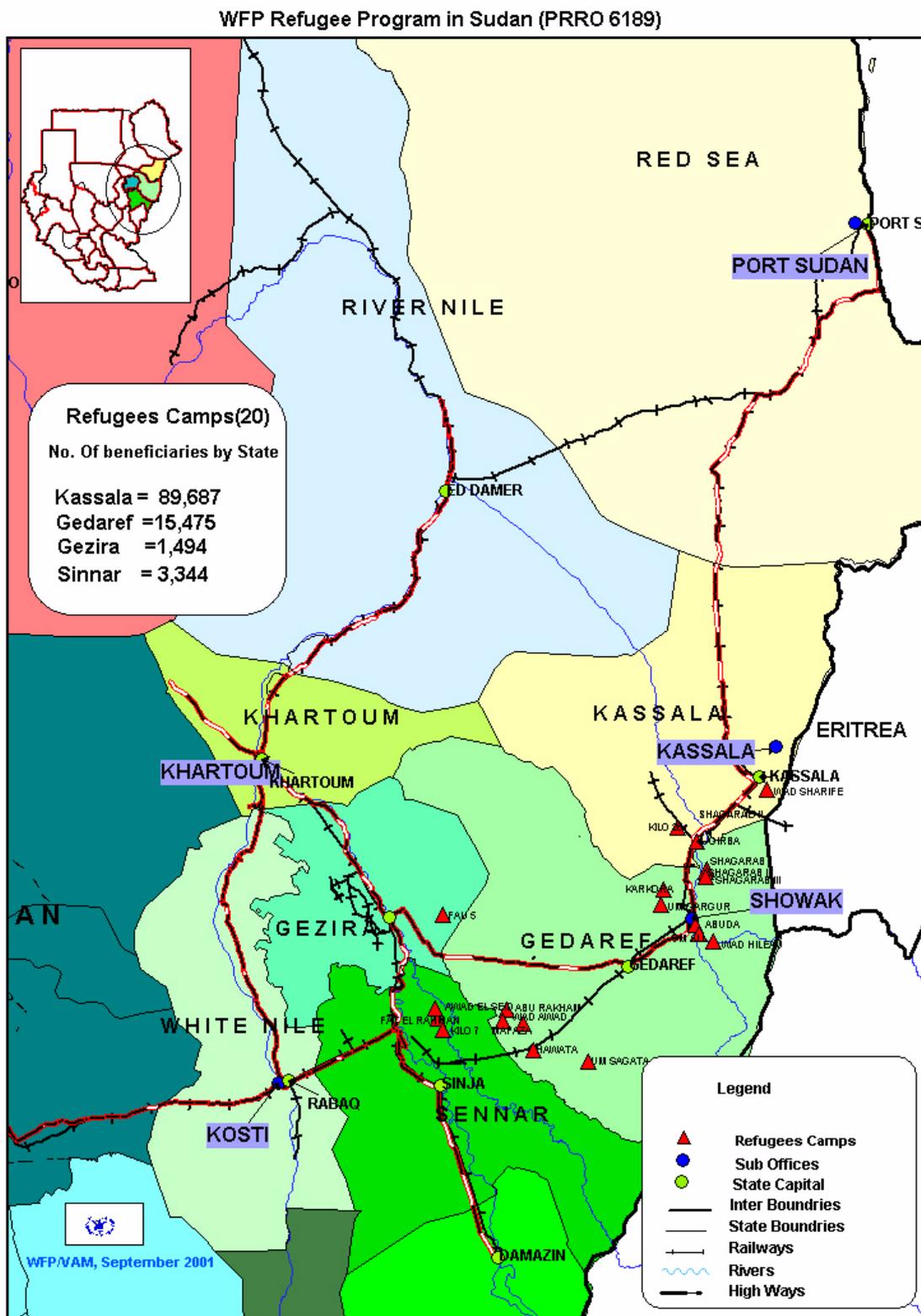
Equipment and other fixed costs

Furniture, tools and equipment	1 500
TC/IT equipment	2 000
Subtotal	3 500

TOTAL DIRECT SUPPORT COSTS	766 417
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ANNEX III



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



ACRONYMS USED IN THE DOCUMENT

ARI	Acute respiratory infection
BIO	Benevolence International Organization
COR	Commissioner for Refugees
CSB	Corn-soya blend
DSM	Dried skim milk
EDP	Extended delivery point
EMOP	Emergency operation
FFER	Food for environmental rehabilitation
FFT	Food for training
GHF	Global Health Foundation
HAI	Human Appeal International
IARA	Islamic African Relief Agency
JFAM	Joint Food Assessment Mission
LDC	Least developed country
LOU	Letter of Understanding
LTSH	Landside transport, storage and handling
PDM	Post-distribution monitoring
MEWS	Malnutrition early warning system
NGO	Non-governmental organization
PRO	Protracted relief operation
PRRO	Protracted relief and recovery operation
RAA	Refugee-affected area
SF	Supplementary feeding
SFP	Selective Feeding Programme
SRC	Sudanese Red Cross
TF	Therapeutic feeding
TOT	Training of trainers
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFH	Weight for height

