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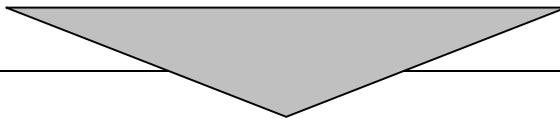
PROTRACTED RELIEF AND RECOVERY OPERATION— ERITREA 10192.0

Food Assistance to War- and Drought-Affected Persons in Eritrea

Number of beneficiaries	967,400 (female: 545,000)
Duration of project	24 months (1 January 2003–31 December 2004)
Cost (United States dollars)	
Total cost to WFP	45,164,891
Total food cost	20,001,621
Total food requirement	104,531 mt

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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

Eritrea's economic growth and progress in agricultural development was to a large extent reversed by the country's border conflict with Ethiopia, which lasted from 1998 to 2000. That conflict displaced more than 1 million people and seriously affected the food security situation of the entire population, as the fertile grain-producing areas of Gash Barka and Debub experienced significantly reduced production for two years. This situation was aggravated by three consecutive years of drought in the northern Sahel regions of the country. By the end of 2001, WFP was supporting, with general food rations, close to 1 million beneficiaries affected by war and drought. The economic and social damage caused by the war and the drought is still being felt, and it will require several years of normal rainfall and political stability to overcome it.

This protracted relief and recovery operation (PRRO) will contribute to the goal of meeting the relief and recovery needs of vulnerable, food-insecure populations in Eritrea through the following immediate objectives:

- a) improved household food security and nutritional status of target populations; and
- b) increased access of the target communities to physical assets, knowledge and skills.

The promotion of gender equity in terms of access to and management of resources and assets will be applied throughout the operation.

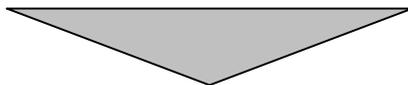
The first year of the operation will consist of a large relief and refugee/returnee component, given the fact that about 60,000 internally displaced persons (IDPs) and expellees are still in camps, as landmines in their areas of origin prevent them from returning there and planting crops. This group and 100,000 returning refugees from Sudan will require full monthly general rations during the first year of the PRRO in order to re-settle and start their farming activities. The planned demobilization of 200,000 soldiers has been delayed since November 2001; it is anticipated that the demobilization process will run into 2003. WFP plans to support 100,000 discharged soldiers with an initial two-month food package in order to assist them in rebuilding their livelihoods.

As part of the recovery strategy, WFP will carry out a variety of projects that contribute to improving school enrolment, health, agriculture and infrastructure and that target 600,000 beneficiaries, mainly in the chronic food-deficit Anseba, Northern and Southern Red Sea regions. The recovery activities will give special attention to increasing women's involvement in all aspects of WFP operations and will include educating women and girls through adult literacy and school feeding. In addition, WFP will provide supplementary and therapeutic feeding to some 32,000 children and expectant and nursing mothers under programmes that are implemented through the Ministry of Health and specialized non-governmental organizations (NGOs). The PRRO will also include a contingency plan to cover the possibility of natural disasters or further conflicts.

The PRRO will provide 104,531 mt of food commodities to 967,400 beneficiaries over a two-year period, at a cost of US\$45,164,891.



Draft Decision



The Board approves PRRO for Eritrea 10192.0, “Food Assistance to War- and Drought-Affected Persons in Eritrea” (WFP/EB.3/2002/9-B/4).



CONTEXT AND RATIONALE

Context of the Crisis

1. Eritrea lies at the northern end of the Horn of Africa, bordered by the Red Sea to the east, Djibouti and Ethiopia to the south and Sudan to the west. It has four distinct geographical regions: the fertile lowlands to the west (Gash Barka), north-lying mountains on the fringes of the Sahel zone (Anseba and Northern Red Sea), the central and southern fertile volcanic highlands (Debab), and the eastern coastal desert plains of the Danakil Depression.
2. The climate is semi-arid with two distinct rainy seasons: the first one between June and August in the highlands and western lowlands and the second between November and January along the eastern escarpment. The average annual rainfall is about 600 mm in the highlands, enough to grow one crop of cereals.
3. Out of an estimated 3.5 million people, about 80 percent live in rural areas and depend on agriculture and livestock as their primary source of food production and income. Eritrea has a structural food deficit and has always been a major food grain importer. In 2001, with normal rainfall levels, less than half of the annual cereal requirement was produced locally, i.e. 220,000 mt out of an estimated required 560,000 mt.
4. Eritrea's exceptional economic progress following independence was disrupted by the border conflict with Ethiopia in May 1998. This conflict deprived the country of its main cereal-producing areas for two years, displaced more than 1 million people and destroyed much of the infrastructure in the border areas, including schools and hospitals. Between May 2000 and February 2002, about 750,000 beneficiaries were assisted with food aid under emergency operation (EMOP) 10052.0, which succeeded in averting a humanitarian disaster. After the Temporary Security Zone (TSZ) was established in early 2001, most of the displaced persons returned home, and only about 60,000 remained in camps and host communities owing to insecurity in their places of origin and fear of landmines. Even though the Boundary Commission decision of 13 April 2002¹ was "accepted" by both countries, it is expected to take considerable time and resources to clear border areas of landmines and allow IDPs to re-settle.
5. The semi-arid Northern Red Sea (NRS) and Anseba regions experienced serious drought for nearly three consecutive years in 1998–2001, further aggravating the situation and leading to severe crop failure, livestock loss and asset depletion. This left the population with few or no coping mechanisms in terms of food security. Some 200,000 beneficiaries received WFP food aid under EMOP 10049.0, enabling them to survive and maintain some of their assets.

¹ The Eritrea-Ethiopia Boundary Commission was established pursuant to the December 2000 Algiers peace agreement. It is a neutral commission comprising five members, appointed by both parties by mutual agreement, with the mandate to demarcate the border between the two countries based on pertinent colonial treaties and applicable international law.



Situation Analysis

6. Eritrea is one of the world's poorest nations. It is a least developed, low-income, food-deficit country, ranked 148th out of 162 countries on the Human Development Index (UNDP, 2001). Per capita gross domestic product (GDP, PPP)² was US\$880 in 1999, compared with the average for sub-Saharan Africa of US\$1,640. The adult literacy rate is 52.7 percent, which compares unfavourably with the sub-Saharan average of 59.6 percent; the female literacy rate is even lower at 39.4 percent. Life expectancy at birth is 51.8 years for both sexes; infant mortality is 66 per 1,000 live births; mortality among children under 5 is 105 per 1,000 live births.
7. Nutrition is a major concern in Eritrea. Forty percent of all Eritrean young children and an estimated 41 percent of all women are chronically malnourished. Many newborns may therefore not receive sufficient nutrition through breastfeeding. Reports indicate that 38 percent of children under 3 are stunted, 16 percent are wasted and 44 percent are underweight (Common Country Assessment [CCA] 2001).
8. Micronutrient deficiencies are common. The most serious micronutrient deficiencies include iodine deficiency disorders (IDD), vitamin-A deficiency (VAD) and iron-deficiency anaemia (IDA) or nutritional anaemia. The prevalence of IDD among schoolchildren, for example, shows a geographic and gender pattern: girls have a prevalence rate of 26 percent as compared with 19 percent for boys. In addition to inadequate food intake, causes of malnutrition include diseases such as malaria, hookworm, tuberculosis and diarrhoea, lack of awareness about sanitation and hygienic practices and lack of awareness regarding the best ways to utilize existing food supplies (CCA 2001).

TABLE 1: PERCENTAGE OF MALNOURISHED CHILDREN UNDER 5 IN SELECTED REGIONS (weight by height)

Region	Sub-zone	NGO	Date of survey	Number of targeted children	<-3 SD severe malnutrition (%)	<- 2 SD global malnutrition (%)
Anseba	Asmat Hagaz	CONCERN	07/01	899	3.5	21.0
			11/01	906	1.8	17.4
	Shamboko, Lalai Gash, Gogne	SCF-UK	08/01	914	1.5	8.0
Gash Barka	Molki	COSV	10/01	905	1.4	11.6
			12/01	906	1.2	14.0
	Agordat, Logo Anseba, Mensura	COSV	10/01	910	1.6	12.1
			01/02	913	2.0	12.8

Notes: Data collected from various nutrition NGOs, including CONCERN, Save the Children Fund-UK (SCF-UK) and Coordinating Committee for Voluntary Service Organizations (COSV).

² PPP: Purchasing Power Parity—the dollar values given have been adjusted in an attempt to account for differences among countries in purchasing power/cost of living.



9. The education sector is characterized by low enrolment and completion rates and limited access to water and sanitation services (CCA). As a result of the Government's efforts to improve access to education, however, overall enrolment rates in primary schools have improved, from 22.4 percent (21.8 percent for girls) in 1992 to 33.3 percent (29.3 percent for girls) in 1999. According to the Government, the girls' enrolment rate in 2001 remained low, at 38 percent.³ Almost 60 percent of schools have no access to safe water and lack proper sanitation facilities. The average distance to school is 15 km for primary schools and 35 km for secondary schools. Girls face additional impediments, including parents' reluctance to let them walk long distances alone and lack of female teachers and proper sanitation facilities. The lowest enrolment rates for girls are found in the regions with predominantly nomadic populations—NRS and the Southern Red Sea region (SRS). In these areas, girls' enrolment rates are below 5 percent in many schools (CCA 2001 and UNDAF 2002).
10. During the independence struggle and the recent border conflict, many Eritreans sought refuge in Sudan. In 2001, UNHCR and the Government started a large-scale voluntary repatriation programme for 160,000 refugees. So far, more than 51,000 have been repatriated. In addition, a large number of Eritreans living in Ethiopia were expelled because of the border conflict; approximately 14,000 are currently living in camps, requiring continued food assistance until they receive land and resettle. Demobilization of some 200,000 soldiers from the armed forces, 30 percent of whom are women, is also expected.
11. Eritrea has an area of about 126,000 km², of which 33,000 km², or 26 percent, is suitable for agricultural use; only 4,500 km² are under cultivation, however. Land and environmental degradation have become serious problems. In addition to the devastation caused by the war, overexploitation of fragile resources by IDPs and the general population has led to serious environmental concerns. Farmers have been forced to pursue extractive and aggressive land-use methods, such as cropping continuously and not allowing fallow periods, in order to obtain much needed short-term food security. Agricultural projects aimed at improving irrigation systems and decreasing soil erosion will be essential for a long-term sustainable food security strategy (CCA 2001).
12. HIV/AIDS has not been a major problem in Eritrea. However, the national AIDS control programme estimates that approximately 60,000–70,000 Eritreans have been infected with the HIV virus. Although the current prevalence is low in comparison with other African countries, the infection rate is alarming. Analysis indicates that the doubling time for the number of AIDS cases is about 18 months. About 70 percent of the reported cases are young people aged 20–39 years and 5 percent are children under 15. In response, the Government has developed a five-year, decentralized multi-sectoral plan to work on HIV/AIDS issues (CCA 2001).
13. Women were members of the armed forces in Eritrea's struggle for independence and the recent border conflict. Women's representation in parliament has changed dramatically since the introduction of a quota system in 1995. Currently, 30.5 percent of the members in the regional people's assemblies and 22 percent of the national assembly are women (CCA 2001). At the household level, women are the main care providers and carry particularly heavy workloads. About 95 percent undergo female genital mutilation at a very early age.

³ The rapid increase in girls' enrolment from 1999 to 2001 is related to the general increase in enrolment following the return of IDPs at the conclusion of the border conflict.



Government Recovery Policies and Programmes

14. The Government of Eritrea has repeatedly reiterated its desire for self-reliance in terms of basic needs and food security. As part of its recovery efforts, the Government is supporting an integrated farming approach by encouraging increased mechanization and the cultivation of larger areas. The Government is also actively involved in the UNDP-funded reconstruction project within the TSZ, organizing large-scale resettlement operations for more than 150,000 IDPs during 2001.
15. In early 2002, the Government requested WFP to continue its assistance beyond 2002 to support recovery from the war and droughts. This request indicates that the Government has reconsidered its earlier position regarding food aid, which insisted on the monetization of food aid with the government distributing the resulting funds. The Government is now moving towards using food aid as a possible asset-creation mechanism and, as such a contributor to the long-term food security of the country. In successive policy meetings, the Government has confirmed its endorsement and support of the interventions outlined in this PRRO document.

Rationale

16. War and the three consecutive years of drought have seriously undermined Eritrea's ability to feed its people, who continue to suffer from high levels of food insecurity. Continuous relief assistance to a large number of beneficiaries, including IDPs, returnees, demobilized soldiers and expellees is needed. With ongoing resettlement and repatriation, it is apparent that food aid will be required to support the reintegration of these populations. In addition, populations living in chronically food insecure areas require support to rebuild their livelihoods and achieve self-sufficiency through promotion of their human and physical assets.

RECOVERY STRATEGY

Beneficiary Needs

17. Over a period of 24 months, the PRRO will provide 104,531 mt of food to the most vulnerable populations through various interventions. The operation consists of the three interlinked components of a PRRO: relief, refugees and recovery. Table 2 gives total beneficiary figures by programme category and region:



TABLE 2: BENEFICIARY FIGURES, BY PROGRAMME CATEGORY AND REGION

Programme	Gash Barka	Dehub	Maekel	Anseba	NRS	SRS	Total
IDPs	40 000	20 000					60 000
Demobilization of soldiers	30 000	30 000	25 000	5 000	5 000	5 000	100 000
Therapeutic	500	200	100	700	700	200	2 400
Supplementary	5 000	3 000	1 000	9 000	9 000	3 000	30 000
Total relief	75 500	53 200	26 100	14 700	14 700	8 200	192 400
Returnees	100 000	4 000	4 000	6 000	4 000	2 000	120 000
Expellees	4 000	1 000					5 000
Total refugee	104 000	5 000	4 000	6 000	4 000	2 000	125 000
School feeding	30 000	20 000	5 000	45 000	40 000	10 000	150 000
FFT	10 000	10 000	5 000	10 000	20 000	5 000	60 000
FFW	60 000	40 000	30 000	80 000	70 000	40 000	320 000
HIV/AIDS	30 000	30 000	15 000	10 000	30 000	5 000	120 000
Total recovery	130 000	100 000	55 000	145 000	160 000	60 000	650 000
Grand total	309 500	158 200	85 100	165 700	178 700	70 200	967 400

18. For targeting purposes, community-based methodologies and updated beneficiary lists from counterparts will be used. The Eritrean Relief and Refugee Commission (ERREC) and WFP, in collaboration with partner agencies, line ministries and NGOs, will conduct joint registration of beneficiary populations, taking into account gender-disaggregated data in the affected areas; distribution plans will be based on registered beneficiary lists. Regular meetings will be held involving WFP, NGOs, local government administrators and community leaders, including women, in order to ratify beneficiary targets. Village-level relief committees will identify beneficiaries within very poor and poor socio-economic groups. Women will be particularly encouraged to participate on these committees.
19. The food basket and ration will remain at 2,100 kcal per person per day for most beneficiaries, with wheat as the main staple food in the food basket, complemented by pulses, oil and salt.
20. In terms of assessing beneficiary needs, regular food security monitoring and needs assessment will be carried out by WFP and its partners using techniques ranging from multi-agency food assessment missions and food security monitoring to nutritional surveys. With the help of its vulnerability analysis and mapping (VAM) unit, WFP will explore the possibility of using methodologies such as the Household Food Economy Assessment to strengthen food security analysis and targeting. Rations will be reviewed periodically to ensure their relevance to the needs of the targeted populations.

The Role of Food Aid

21. Food aid will help improve the household food security of target populations and contribute to the nutritional recovery of the most vulnerable groups. Resettling IDPs, returnees and expellees will require general food rations until their first harvest. Food assistance will also help build physical assets and enhance knowledge and skills, especially for women. Support to adult literacy and to asset-creation, including the construction and rehabilitation of water, sanitation and irrigation facilities, will be promoted in support of national development efforts. Enrolment rates will be increased through school feeding that includes a special focus on girls. Support for the demobilization process is crucial to the



stabilization of the region, and food aid for ex-combatants will facilitate their reintegration and resettlement into communities.

Programme Approaches

22. The current food distribution protocol under the EMOPs will shift to short-term resettlement packages complemented by integrated recovery activities. In addition to general food distribution, a diversity of approaches will be employed. These include asset-creation and the promotion of self-reliance through food-for-work (FFW)/food-for-training (FTT) activities, assistance for universal primary education through school feeding, and care and maintenance of the most vulnerable, including through nutritional and HIV/AIDS interventions, resettlement packages and other targeted assistance.
23. WFP interventions will evolve based on a continuous monitoring and updating of the various scenarios and risk assumptions made. Continuous collaboration between WFP and ERREC in joint assessments and monitoring of all programmes will be actively pursued. In order to avoid dependency, food assistance in chronically food insecure areas will be provided strictly during food-deficit periods.
24. The importance given to the support of women and girls will continue in the proposed PRRO. At least 60 percent of country programme resources will be invested in activities aimed at the advancement of women. The empowerment of women as equal recipients in relief and recovery operations is expected to result in an improvement in the overall food security situation, given the critical role of females in household food security.
25. In order to increase awareness of WFP's mission and to mobilize funding for the PRRO, the country office will continue publishing its tri-monthly newsletter on selected topics related to WFP activities and organizing donor field visit and briefings for all resident donor missions on WFP's activities, concerns and proposed interventions.

Risk Assessment

26. The December 2000 Algiers Peace Agreement continues to hold, and the Boundary Commission verdict has been accepted by both Eritrea and Ethiopia.
27. The risk of recurring drought requires close monitoring. Inadequate rainfall will be a major obstacle to sustainable reintegration and rehabilitation. In addition to sufficient rainfall, the following key assumptions need to be fully realized in order to ensure the success of the PRRO:
 - the successful movement/resettlement of IDPs, refugees and returnees to their places of origin (including the TSZ);
 - adequate land for IDPs and returning refugees to meet their food requirements;
 - a successful seeds/tools/fertilizer distribution campaign in place in time for the next planting season, and the provision of extension services;
 - successful and timely demobilization of the armed forces in order to establish the most needed workforce for agriculture and other economic activities;
 - a national food security policy;
 - a peaceful political environment conducive to economic growth and development; and
 - continued and successful de-mining to allow for normal farming activities.



28. Many of WFP's activities rely on complementary activities and non-food inputs from partner agencies. WFP activities could suffer if partner agencies funding were reduced or capacity limited.

Objectives and Goals

29. This PRRO will contribute to the goal of meeting the relief and recovery needs of vulnerable, food-insecure populations in Eritrea through the following immediate objectives:
- a) improved household food security and nutritional status of target population; and
 - b) increased access of the target communities to physical assets, knowledge and skills.
30. The promotion of gender equity in terms of access to and management of resources will be applied throughout the operation.

IMPLEMENTATION PLAN

A. Relief Component

31. The remaining 60,000 IDPs currently living in camps are not expected to be able to return home in 2002 or 2003, owing to border adjustments and the threat of landmines. IDPs will be provided with full monthly rations for at least one year or until their first harvest.
32. The demobilization of 200,000 soldiers has been postponed several times and is now due to commence in mid-2002, with demobilization of an initial 80,000. For planning purposes, a yearly figure of 100,000 in 2002 and 2003 has been used. The ex-combatants will be supported with an initial two-month food package. At the end of the two months, WFP and the Government will assess their food situation, and monthly rations will be provided to those still in need until the next harvest. It is assumed that about 50,000 of this group will require continued food assistance until the next harvest, at the end of 2003.
33. Owing to a combination of factors including inadequate food intake, WFP will expand therapeutic and supplementary feeding programmes through the Ministry of Health (MOH) and NGOs. Malnourished children and expectant and nursing mothers will continue to receive food aid in accordance with agreed-upon protocols. Approximately 8 percent of the total population receiving general food rations will be supplied with supplementary dry take-home rations consisting of 20 g of sugar, 25 g of oil and 250 g of corn-soya blend (CSB) per person per day. Approximately 10 percent of this vulnerable group will be afforded an additional therapeutic feeding ration in specialized feeding centres. The rations consist of 80 g of oil, 100 g of CSB, 80 g of dried skim milk (DSM) and 70 g of sugar per person per day.

B. Refugee Component

34. UNHCR estimates that by the end of 2002, some 100,000 refugees will have been repatriated from the camps in Sudan. UNHCR and the Government are planning to repatriate the remaining 60,000 refugees in 2003. This latter group and about half of the former 100,000 will be supported by WFP with monthly general food rations up to the next harvest, in late 2003. Not all of the returnees and expellees returning in 2003 will be able to prepare and plant their fields and thus will need continued assistance through 2004.



35. WFP and UNHCR have been working in close partnership for this component. Changes in the caseload and food aid requirements are regularly discussed at the half-yearly tripartite meetings between the Governments of Sudan and Eritrea, facilitated by UNHCR and attended by WFP.

C. Recovery Component

36. The recovery interventions will be targeted to vulnerable groups in chronically food insecure areas of Anseba, NRS and SRS regions. Initially, this component has the smallest caseload; however, that caseload will gradually increase as the component moves from the present pilot phase to full recovery programmes.
37. The recovery interventions will focus on agriculture, infrastructure, health and education, and the pilot activities under both EMOPs will be expanded under this PRRO in the following way:⁴
- school feeding of 80,000 students will be increased to 150,000;
 - HIV/AIDS awareness and care/support programmes, targeting some 10,000 beneficiaries per month, will be increased to 20,000;
 - the adult literacy programme (FFT) for 10,000 per month (involving mostly women) will be increased to 30,000; and
 - various FFW programmes (not started yet) will be increased to 35,000.
38. **Support for school feeding.** As enrolment rates are still very low, WFP continues to support primary education and targeting areas that are the most food insecure and have the lowest enrolment and attendance rates. WFP will expand the school feeding programme, emphasizing girls' enrolment and attendance and providing take-home rations for female students. The current pilot phase provides dry take-home rations to some 45,000 students in 134 schools throughout the country. WFP, in cooperation with the Ministry of Education (MOE), is planning to change to providing cooked meals in all schools in September 2002, and gradually expand this to more schools, especially in drought-prone regions. Two meals per day will be prepared by members of the parent-teacher association.
39. **Construction/rehabilitation of water, sanitation and irrigation facilities.** This will be implemented in close collaboration with other United Nations agencies and NGOs. The overall shortage of water resources has been compounded by severe deforestation, wasteful water use, water pollution and the 30-year civil war, making water, irrigation and sanitation systems, especially in rural areas, almost non-existent.
40. **Development of adult education.** The food-for-training activities focus on adult literacy and health education. Education for women is one of the most important means for empowerment, improving health and nutrition practices.
41. **Support for HIV/AIDS programmes.** WFP will use a two-fold approach: first, populations at risk will be targeted through activities that promote awareness and prevention of HIV/AIDS. Second, a family food ration will be provided for affected people and their families, in particular for child-headed households. WFP will collaborate closely with the Government, UNFPA, UNAIDS and WHO in this activity.

⁴ Please note that monthly averages do not necessarily describe the number of new beneficiaries per month. Those values are described by turnaround cycles for beneficiaries in the various activities. The total beneficiary figures presented in Table 3 are therefore based on permutations of the monthly average, taking into account turnaround cycles (i.e. FFT has a turnaround of one year, so 30,000 beneficiaries per month over two years is equal to a total of 60,000 beneficiaries).



Activity Approval Mechanisms

42. At the community level, food distribution committees with at least 60 percent female membership will be established. These committees play a key role in the identification and management of food-for-work and food-for-training project activities and in making decisions regarding beneficiary eligibility. The local women's groups and associations, participating NGOs and local authorities will also be involved in the identification of projects. The final review and approval of projects will be done by WFP.

Institutional Arrangements and the Selection of Partners

43. WFP has established partnerships with United Nations agencies, bilateral donors and government bodies, and with available NGOs for effective programme implementation. Several agreements are already in place, and the recently launched UNDAF 2002, outlining the priorities of all United Nations agencies over the next five years, will provide an excellent framework for cooperation and eventual joint programming. WFP has coordinated its PRRO activities according to this framework. The Programme has already signed Letters of Understanding with UNICEF, the MOE, MOH and NGOs and is in the process of signing an agreement with UNHCR. NGO partners will continue to be selected according to their areas of expertise, their credibility and the recognition given them by the local government.
44. The Office for International Cooperation, Macro Policy/Economic Coordination within the Office of the President will be the channel of communication on policy issues between the Government and WFP. ERREC will remain WFP's government technical counterpart during implementation of the planned assistance operation and will be responsible for ensuring that the commodities and any other resources provided by WFP are properly received, handled, distributed and accounted for.

Capacity-Building

45. A high degree of technical proficiency is critical to the effective implementation of the PRRO. In this regard, the technical and managerial capacities of all partners will be strengthened through training in gender mainstreaming, Household Food Economy Assessments (HFEEAs), monitoring and evaluation, mapping, nutrition, and contingency planning. There will be training also in registration/verification procedures and food management practices (storage/handling).
46. In addition to workshops and training, WFP will support implementing agencies and government counterparts through the provision of necessary hardware and software.

Logistics Arrangements

47. Food aid shipments supplied by WFP, arriving at the port of Massawa or the port of Assab, will be handed over to ERREC for road transport to the main intermediate warehouses in Asmara, Decamhare and Keren or for storage at the extended delivery point's (EDPs) and final delivery points (FDPs).
48. Since the beginning of its operation, WFP has supported and augmented the logistics capacity of ERREC in terms of technical experience, warehousing and a computerized commodity tracking system. In addition, the Port of Massawa has been strengthened through the provision of non-food inputs such as bagging machines, handling equipment, a weighbridge and grabs. This has been accompanied by training and workshops. WFP is proposing to continue this assistance to ERREC and to the Eritrean Grain Board (EGB).



49. The Massawa port is the main entry point of all WFP-supplied commodities. Hence there is a need to improve its facilities in order to manage the inflow of goods efficiently. Alongside ERREC, WFP has started construction of four prefabricated stores with a total capacity of 20,000–25,000 mt. The Programme has also identified funding for the stores' maintenance, new pallets, forklifts, communications equipment and training. Given the poor response to the special operation, WFP will proceed on a project-by-project basis, targeting specific donor interests.
50. The primary roads from Massawa to the intermediate warehouses are in good condition and well maintained. The conditions of the secondary and tertiary road networks are more variable. Some regions have very limited access due to difficult terrain. The poor mechanical condition of many short-haul trucks further constrains access to a large number of people in need of food aid. As a result, beneficiaries are normally forced to sell part of their food rations in order to meet the higher cost of long-distance travel to the distribution points using alternative, and more expensive, modes of transport (such as camels and donkeys). Costs for this last leg of transport, from the EDP to the remote villages, are included in the internal transport, storage and handling (ITSH) matrix to ensure that beneficiaries receive the full ration at their homes.
51. Construction and rehabilitation of warehouses in strategic locations is required to allow pre-positioning of WFP buffer stocks for timely distribution in remote locations. Identification of warehouse locations will be done with a view to future storage capacity needs.
52. Milling of wheat has become a serious concern for beneficiaries, as the cost of milling ranges from US\$0.20–0.40/kg. The lack of milling facilities in many affected areas forces beneficiaries to travel more than 20 km to have their wheat rations milled. As a result, almost a quarter of the originally received wheat ration is used to pay for transportation costs as well as the milling charges. WFP is supporting the community milling micro-project in order to resolve these problems.
53. Eritrea is a low-income and least developed country without adequate financial resources. Therefore, WFP will request that 100 percent of the country's costs for transport, storage and handling of all imported and locally purchased commodities be covered by this PRRO through the ITSH budget. Reimbursement for the ITSH will be made against invoices, receipts and waybills reflecting the actual cost of transporting, handling and storage up to the FDPs. This reimbursement will be up to an agreed-upon maximum and will not exceed the individual expenditure lines in the ITSH matrix.
54. Local purchases in Eritrea are limited to iodized salt, and WFP will consider the competitive prices for this commodity when purchasing it.

Monitoring and Evaluation

55. WFP field monitors based in four sub-offices in Gash Barka (Barentu), Anseba (Keren), Debub (Decamhare) and Northern Red Sea (Massawa), together with the implementing partners and Government, are responsible for carrying out regular monitoring and evaluation and needs assessments. WFP will systematically collect quantitative and qualitative information and prepare regular reports on the effects of the interventions.
56. Results-oriented monitoring and evaluation, which emphasizes tangible improvements in the lives of the beneficiaries, will be applied to this PRRO. A logical framework has been developed for this operation, and monitoring will focus on indicators for objectives, outputs, activities, resource utilization and critical assumptions. In addition, WFP has



installed a commodity tracking system (CTS), which enhances communication capabilities, distribution reporting and accountability/transparency.

57. Indicators that will be used for monitoring and evaluation of this PRRO include:
- decrease in malnutrition rates among children under 5;
 - decrease in mortality rates children under 5 (child mortality rate, infant mortality rate);
 - increase in net primary school enrolment ratios, by gender;
 - number of beneficiaries, by age and gender and by programme category;
 - composition and kilocalorie value of household food basket distributed;
 - decrease in presence of micronutrient deficiency diseases in target populations;
 - number of assets created/conserved benefiting and owned by the communities;
 - percentage of women who administer and control (e.g. owner, co-owner) the assets created; and
 - number of women on food committees.
58. In order to monitor the impact of the relief food and PRRO interventions, budget provisions will be made to collect baseline socio-economic data in areas receiving WFP food aid and partaking in development-oriented activities. The data will be disaggregated by gender and age. A mid-term review will be conducted at the end of the first year to assess achievements against the objectives and determine possible changes for the rest of the life of the operation. Towards the end of the PRRO, an evaluation mission, supported by OEDE (WFP Office of Evaluation and Monitoring) and the regional bureau, will be conducted to assess the overall performance of the operation and its impact on the target populations.
59. Post-distribution and end-use monitoring will be conducted regularly at selected locations to provide information on the actual allocation and use of the food by the recipients. Nutritional information will be obtained from spot surveys and health clinic/centre records. WFP Eritrea's VAM unit will enhance assessment and response capacity by drawing on existing data and gathering information from coordinating committees that deal with assessments of nutritional status, population movements, etc. WFP will also make use of the HFEA approach in order to identify and target the poorest and most vulnerable people.

Security Measures

60. The security condition throughout Eritrea is classified by the United Nations as Phase I, with the exception of the areas bordering Ethiopia (Southern Red Sea, Debub and Gash Barka), which range from Phase III to Phase IV. The whole country, but in particular the border areas with Ethiopia, is faced with serious landmine problems. It is estimated that between a half million to 1 million landmines and 3 million unexploded ordnances (UXOs) are currently dispersed throughout Eritrea.
61. All WFP monitoring vehicles in the field are equipped with ballistic blankets for operations in the mine-infested areas, and security and mine-awareness training is being conducted on a regular basis for all WFP staff. In addition, all WFP vehicles are equipped with medical kits, Global Positioning System (GPS) receivers and VHF/HF radios.



Exit Strategy

62. As the need for relief and rehabilitation decreases, WFP will be able to focus on longer-term development initiatives.

Contingency Mechanism

63. WFP has prepared a strategic contingency scenario with the objective of strengthening the country office's emergency preparedness. This will allow the Programme to respond swiftly in the case of renewed emergency/disaster outbreaks and unexpected events. It also allows flexibility in reorienting the interventions and resources to meet the new operational situations and goals.

RECOMMENDATION

64. The PRRO is recommended for approval by the Executive Board, within the budget provided in Annexes I and II.



ANNEX I

PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Wheat	81 937	152	12 454 424
– Pulses	6 550	275	1 801 250
– Vegetable oil	4 993	581	2 900 933
– Salt	819	110	90 090
– CSB	10 194	226	2 711 604
– Sugar	19	280	5 320
– DSM	19	2 000	38 000
Total commodities	104 531		20 001 621
External transport		70.88	7 408 650
ITSH		89.00	9 303 259
Other direct operational costs		3.90	407 500
Total direct operational costs		355.1	37 121 030
B. Direct support costs (see Annex II for details)		45.68	4 775 900
Total direct support costs		400.8	41 896 930
C. Indirect support costs (7.8 percent of total direct costs)			
Subtotal indirect support costs		31.26	3 267 961
TOTAL WFP COSTS		432.07	45 164 891

¹ This is a notional food basket used for budgeting and approval purposes. The mix and quantities of commodities, as in all WFP-assisted projects, may vary depending on availability.



ANNEX II**DIRECT SUPPORT REQUIREMENTS (dollars)****Staff**

International Professional staff (9)	2 443 900
National Professional Officers (2)	114 000
National General Service Staff (33)	792 000
Temporary Assistance, Special Service Agreements (20)	130 000
International consultants for VAM and M&E, etc. (2)	30 000
United Nations Volunteers (UNVs) (3)	291 000
National consultants for M&E (2)	12 000
Overtime and hazard pay	78 000
Travel and daily subsistence allowances	140 000
Staff training and development	110 000

Subtotal	4 140 900
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Recurring expenses

Rental of facilities	105 000
Utilities	30 000
Office supplies	35 000
Communications	160 000
Insurance	30 000
Equipment repair and maintenance	25 000
Vehicle maintenance and running costs	80 000
Other office expenses	15 000
United Nations organizations services	55 000

Subtotal	535 000
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Equipment and capital costs

Vehicles	40 000
TC/IT equipment	40 000
Furniture, tools and equipment	20 000

Subtotal	100 000
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TOTAL DIRECT SUPPORT COSTS	4 775 900
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ANNEX III

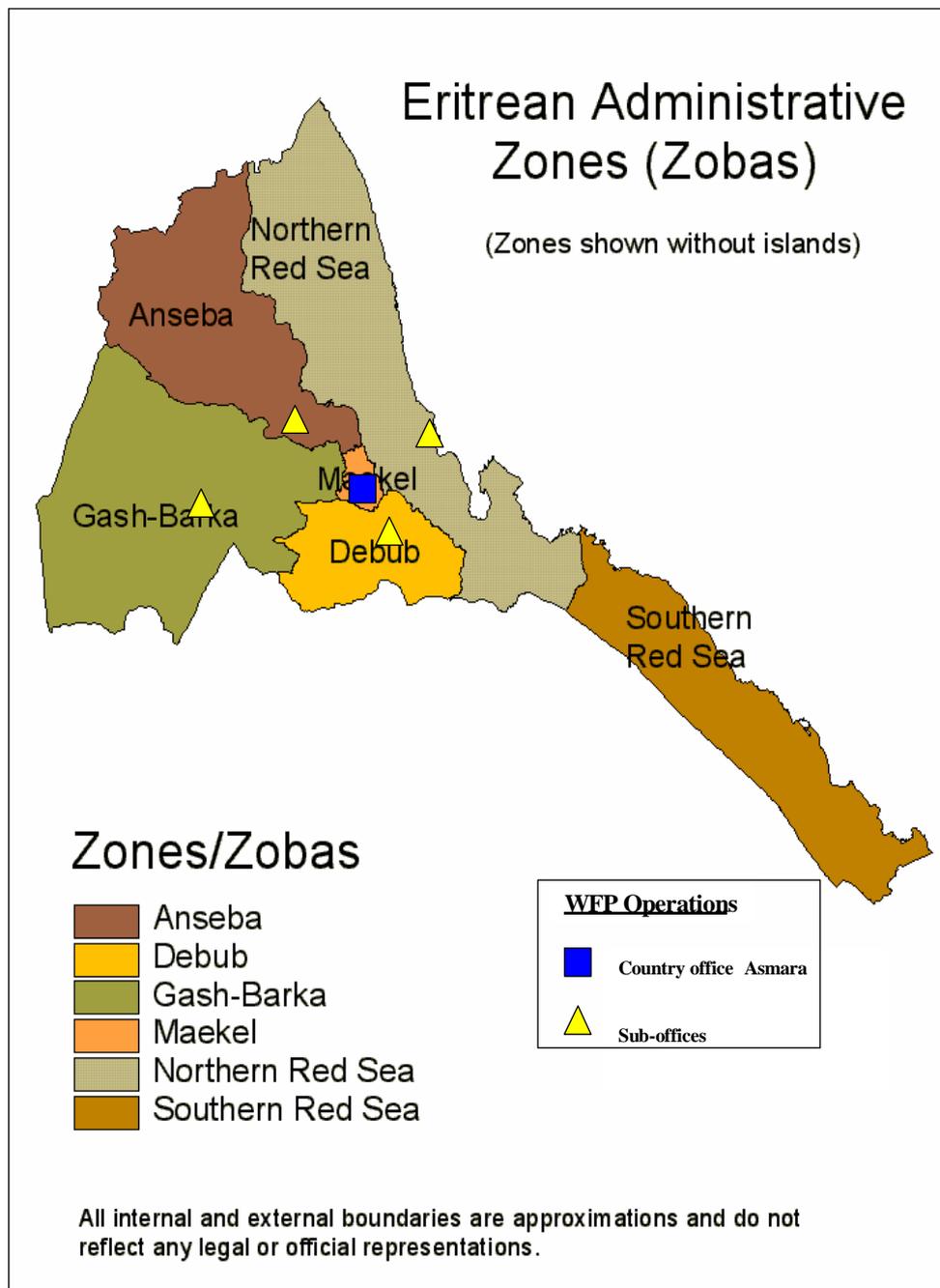
RATION SIZES, BENEFICIARIES AND FOOD REQUIREMENTS

Programme/Activity	Daily ration sizes, per person (g)								
	Cereals	Pulses	Oil	Salt	CSB	DSM	Sugar	Kcal	Total
General food distribution (relief/refugee)	575*	40	30	5				2 111	650
Demobilized soldiers	575*	40	30	5				2 111	650
Supplementary feeding			25		250		20	1 251	295
Therapeutic feeding			80		100	80	70	1 656	330
FFW/HIV/AIDS programmes	575*	40	30	5				2 111	650
Food for training	575*	40	30	5				2 111	650
Emergency school feeding (dry take-home ration for girls)	250	20	10	5				1 031	285
Emergency school feeding (two cooked meals)	300	40	20	5	150		10	1 972	525

* Cereal rations include 15-percent allocation for milling losses.



ANNEX IV



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

CCA	Common Country Assessment
CSB	Corn-soya blend
CMR	Child mortality rate
COMPAS	Commodity Movement Processing and Analysis System
CTS	Commodity tracking system
DSM	Dried skim milk
DRP	Demobilization and Reintegration Programme
EDP	Extended delivery point
EGB	Eritrean Grain Board
EMOP	Emergency operation
ERREC	Eritrean Relief and Refugee Commission
FAO	Food and Agriculture Organization
FDP	Final delivery point
FFH	Food for health
FFT	Food for training
FFW	Food for work
GDI	Gender Development Index
GDP	Gross domestic product
GNP	Gross national product
GPS	Global Positioning System
HDR	Human Development Report
HF	High Frequency
HFEA	Household Food Economy Assessment
IAD	Iron-deficiency anaemia
IDD	Iodine-deficiency disorder
IDP	Internally displaced person
IMR	Infant mortality rate
ITSH	Internal transport, storage and handling
MOE	Ministry of Education
MOH	Ministry of Health
mt	Metric ton
NGO	Non-governmental organization



NRS	Northern Red Sea Region
OEDE	Office of Evaluation and Monitoring
PDM	Post-distribution monitoring
PPP	Purchasing power parity
PRRO	Protracted relief and recovery operation
SO	Special operation
SRS	Southern Red Sea Region
TSZ	Temporary Security Zone
UNAIDS	United Nations AIDS Programme
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UXO	Unexploded ordnance
VAD	Vitamin-A deficiency
VAM	Vulnerability analysis and mapping
VHF	Very High Frequency
WB	World Bank

