

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
First Regular Session**

Rome, 11–14 February 2002

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

For approval



Distribution: GENERAL

WFP/EB.1/2002/8/3

8 January 2002

ORIGINAL: ENGLISH

PROTRACTED RELIEF AND RECOVERY OPERATION— NEPAL 10058.1

Food Assistance to Bhutanese Refugees in Nepal

Number of beneficiaries	102,100
Duration of project	Twelve months (1 July 2002–30 June 2003)

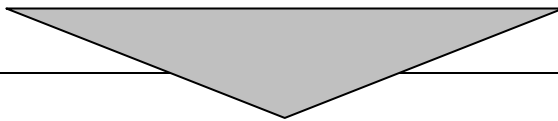
Cost (United States dollars)

Total cost to WFP	8,552,702
Total food cost	4,993,763

In September 2001, one US\$ equalled 74.65 Nepali rupees (NRs).

This document is printed in a limited number of copies. Executive Board documents are available on WFP's WEB site (<http://www.wfp.org/eb>).

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.

Regional Director, Asia Bureau (ODB): Mr J. Powell

Senior Liaison Officer, ODB: Mr K. Sato tel.: 066513-2383

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



Executive Summary

Bhutanese refugees started entering eastern Nepal towards the end of 1990, following Bhutan's enforcement of restrictive immigration and citizenship laws during the second half of the 1980s. By 1993, over 80,000 refugees were already in Nepal. At the request of the Government of Nepal, in 1992 UNHCR and WFP began a refugee operation providing shelter, food and non-food assistance to refugees in the camps. Those who had arrived before 1993 were granted *prima facie* refugee status. Since then, new arrivals have been gradually restricted to a few cases a year. In June 2001, the registered population in the seven camps was 99,734.

In September 2001, a WFP/UNHCR Joint Assessment Mission was carried out to reassess the requirements of the refugee population in the camps. The findings of the mission constitute the basis for this phase of the protracted relief and recovery operation (PRRO).

Significant progress in the search for durable solutions has been made over the past 12 months. The Governments of Nepal and Bhutan have agreed to undertake joint verification of the refugee population to identify those eligible for return. Despite slow progress and uncertainty about the outcome, the first camp is expected to be complete by the end of 2001.

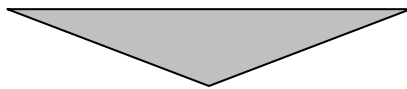
It is likely that durable solutions will be identified during this operation, leading to repatriation and resettlement of a number of refugees. As these solutions are identified, a framework of assistance will be designed in collaboration with UNHCR under which resources committed to this operation may be reallocated to support the refugees in their new circumstances. The close coordination between collaborating agencies and partners will continue through this phase of the operation, but mechanisms may change as durable solutions emerge.

There is clearly a need to continue humanitarian support to the refugees through an important period of transition. Levels of WFP assistance for this phase will remain as for the previous phase. The mission found that although the condition and environment of the refugees were stable and satisfactory, they remained heavily dependent on external assistance for their daily survival.

An estimated 102,100 registered Bhutanese refugees are covered by this phase of the PRRO. This figure is based on the 99,734 refugees registered in June 2001, and an average annual growth rate of 1.6 percent.



Draft Decision



The Board approves PRRO Nepal 10058.1—Food Assistance to Bhutanese Refugees in Nepal (WFP/EB.1/2002/8/3).



CONTEXT AND RATIONALE

Context of the Crisis

✧ *National Context*

1. Nepal is a least-developed (LDC), low-income, food-deficit country, ranked 129th out of 162 countries in the 2001 UNDP Human Development Report. Its per capita gross national product (GNP) was US\$200 in 1998. Half of its 23.2 million people (2001 census) live in 23 percent of the national territory—the Terai plains near the Indian border.
2. The Government's 1996 estimate was that 42 percent of the population live with a nutritional intake of less than 2,250 kcal per capita per day. Poor rural women and children are most vulnerable. Maternal mortality is 475 per 100,000 live births; under-5 mortality is 118 per 1,000.
3. Poverty is largely rural; 80 percent of the population are subsistence farmers. Of Nepal's 75 districts, 45 are food deficit. Food insecurity in food-surplus areas in Terai is a matter of access and utilization; in the hills and mountains, all dimensions are evident.

✧ *The Bhutanese Refugees*

4. Bhutanese refugees started entering Nepal in 1990; by 1993, there were more than 80,000. In 1992, UNHCR and WFP began providing shelter, food and non-food assistance. Refugees who had arrived before 1993 were granted refugee status; new arrivals are restricted to a few cases annually; 99,734 people were registered in seven camps by June 2001. Some 9,000 refugees have probably settled in Nepal without registration or assistance.
5. The seven refugee camps are in Jhapa and Morang districts in the fertile and densely populated Terai region (1.5 million people in 2001). They rank in the top ten of Nepal's districts (Indicators of Development, International Centre for Integrated Mountain Development/Netherlands Development Organization [ICIMOD/SNV], 1997).
6. The Terai remains a magnet for migrants from impoverished hill and mountain areas, putting pressure on land and employment. Consequently, pockets of extreme poverty exist.
7. Nepal is not a signatory to the 1951 Refugee Convention. Refugees are considered foreigners with no political rights. Economic activity and property ownership are not allowed. Refugees have freedom of association, and several political organizations exist. The Government's policy of non-integration limits refugees' access to the economy.

✧ *Durable Solutions*

8. Significant progress in the search for durable solutions has been made over the past 12 months.
9. Negotiations between the Nepal and Bhutan Governments began in 1993; they have agreed to undertake joint verification of the refugee population to identify those eligible for repatriation.



10. After seven years and ten rounds of meetings, terms were agreed; on 26 March 2001, the joint verification team (JVT) began verifying the residents of Khudunabari camp.
11. In August 2001, the JVT was completing verification of 15 families per day; by 16 September 2001, 1,058 families (6,640 people) had been verified.
12. The Bhutan Government's position on conditions for return is not yet clear; the Nepal Government is unclear about integration of those who do not return to Bhutan. The future of the refugees should be clarified during this phase of the operation.
13. Refugee reactions to the joint verification process range from optimism to suspicion: the uncertainties and slow pace of the process cause concern about the two governments' determination to find a solution.
14. UNHCR has informed both governments that it is prepared to give financial and technical assistance to implement durable solutions and has provided three papers outlining legal aspects of the verification process and international practice for identifying durable solutions.

Situation Analysis

15. In September 2001, a WFP/UNHCR Joint Assessment Mission reassessed the requirements of refugees in the camps, focusing on management, particularly of the food supply. It assessed health and nutrition, particularly of vulnerable groups, and reviewed the living environment, education and possibilities for increasing self-reliance. It examined the relationship between the refugees and local population and progress made towards durable solutions. Levels of food assistance for future support were assessed.
16. There was consultation with the Nepal Government at all levels, and with WFP and UNHCR representatives, staff and non-governmental organization (NGO) partners. Four camps were visited; discussions were held with groups representing management, health and women's interests. Delegations from other camps attended. Individual refugees and families were interviewed. The mission held debriefings with the Government, NGO partners and major donors. The mission's findings constitute the basis for this phase of the PRRO.
17. Between January 1992 and June 2002, WFP will have committed US\$70 million for food assistance, equivalent to 184,850 tons of commodities. UNHCR will have provided US\$40 million for maintenance and US\$2.5 million for rehabilitation focused on communities in refugee-affected areas.
18. NGO funding for complementary assistance schemes decreased from US\$1 million per year in 1993–1998 to US\$400,000 in 1999 and 2000. Direct assistance to Bhutanese refugees averages US\$120 per refugee per year.

📌 **Camp Management Structure**

19. Responsibility for the camps lies with the Nepal Ministry of Home Affairs (MoHA), through the refugee coordination unit (RCU) in Jhapa. RCU camp supervisors oversee registration, transfer families to other camps and issue travel passes. Government-approved rules form the basis of camp administration.
20. Daily management is handled largely by the refugees, and overseen by camp supervisors, with technical and logistic support by UNHCR, WFP and implementing agencies.



21. Each camp has an annually elected camp management committee (CMC). Last year, an equal-gender representation was mandated in CMC election guidelines. Female participation increased from 19 percent in 1999 to 36 percent in 2000. In 2001 the clause was not included, and female participation fell to 27 percent. Four of the twelve sub-committees have at least 50-percent female representation. It is a WFP requirement that this mandate be again enforced in 2002. However, the Government has not yet decided on this issue. Gender-awareness training should encourage women's participation in all activities.
22. Gender-sensitization training and empowerment of women by the Refugee Women's Forum (RWF), supported by UNHCR and WFP, have contributed to increasing women's representation.
23. Several organizations are instrumental in the delivery of assistance. RWF implements vocational training and income-generating activities supporting women and vulnerable families. The Bhutanese Refugees Aiding Victims of Violence assist vulnerable individuals and families to develop skills. The Bhutanese Health Association (BHA) and the Association of Medical Doctors of Asia (AMDA) deliver health services.

Camp Infrastructure: Shelter, Water and Sanitation

24. Living conditions meet all basic requirements
25. An average dwelling consists of a mud base with bamboo walls and a grass-thatched roof. One latrine is installed for every two dwellings. A camp sub-committee oversees maintenance.
26. The Lutheran World Federation (LWF) and refugee incentive workers manage the water supply, which is regular and checked weekly.
27. All camps are clean; no significant hygiene risks are apparent. Refugee initiatives, good hygiene and rigorous water checks contribute to keeping the environment clean, comfortable and healthy.

Health Services

28. In January 2001, AMDA took over responsibility from Save the Children–UK for managing camp health services. Each camp has a health centre, a mother-and-child health clinic and basic health units. There are hospitals outside the camps. Immunization is carried out monthly.
29. BHA, overseen by AMDA, is responsible for preventive and community health, including tri-annual malnutrition screening of children of 1–5 years and public-health awareness campaigns. Children under 5 are checked for malnutrition twice a year.
30. Micronutrient deficiency rates are reported monthly. Nutritional interventions include vitamin A twice a year for young children, iron supplementation for expectant mothers, deworming for schoolchildren, health education and supplementary feeding.

Nutritional and Health Status of the Refugees

31. Health and nutrition among the refugees are satisfactory and stable in comparison with previous years.
32. Annual death and birth rates are 3.6/1,000 and 13.5/1,000, significantly lower than the 11.5/1,000 and 35.4/1,000 rates for Nepal. Infant mortality is 21.5/1,000 live births, less than one third of the national rate of 74.4. Maternal mortality is 68.8/100,000 live births



compared with the national rate of 475. Immunization coverage is 98 percent for children under 1.

33. The nutritional status of the refugees is acceptable. The annual nutrition survey reported that wasting was 5.45 percent, with no severe malnutrition cases. This is higher than last year's 3.6 percent, probably because of a viral fever and respiratory infection during this year's survey, which was later in the monsoon season. The 1998 Nepal Micronutrient Survey reports wasting in children aged 6–59 months as 6.7 percent nationally and 6.8 percent in eastern Terai.
34. Stunting was reported by the survey at 33.2 percent, significantly lower than the national 54.1 percent and regional 47.7 percent.
35. Since 1999, Angular Stomatitis caused by vitamin B² deficiency has declined, with average monthly incidence between January and July 2001 of 9.5/1,000, lower than the 11.2 for 2000 and 19.3 for 1999.

Impact of Refugee Presence on Local Communities

36. The impact of 100,000 refugees on local communities in Jhapa and Morang districts is considerable, and relations are fragile. Economic opportunities are boosted by the large humanitarian operation, but many local people resent the refugees because they create competition for jobs.
37. The UNHCR-implemented Refugee-affected Areas Rehabilitation Programme (RAARP) support to local communities has led to improved understanding between the refugees and local people. The US\$2.5-million budget for 1994 to 2001 will be exhausted at the end of 2001. Termination of this programme may have negative effects on local attitudes towards refugees. UNHCR has requested the Nepal Government and implementing partners to raise funds to substitute those provided by RAARP.

Environmental Concerns and Corrective Measures

38. Measures are in place to minimize negative environmental impacts.
39. There are waste-management and vector-control activities in the camps in addition to construction and maintenance of family latrines. The groundwater pumping system is regularly maintained, so that depletion of shallow groundwater by surrounding communities is avoided.
40. Regular distribution of kerosene and replacement of cooking stoves curtail wood burning. Local construction materials are provided, and forest encroachment has been minimized.
41. Some RAARP schemes help to minimize environmental impact around the camps. Local communities benefit from repair and maintenance of drainage systems, erosion control and construction of schools, family latrines and toilets.

Education

42. Education continues to be a major activity; 80 percent of the camp population and almost all young people are now literate.
43. As of July 2001, 40,788 pupils were enrolled in camp schools managed by CARITAS Nepal. Girls and boys have equal opportunities. Female enrolment is 48 percent, corresponding to the camp gender ratio.



✦ *Coordination Mechanisms*

44. MoHA is the government office for refugee assistance and coordination through its National Unit for the Coordination of Refugee Affairs and RCU. The Ministry of Foreign Affairs is responsible for policy, including repatriation.
45. A monthly coordination meeting is held in Jhapa between partners and RCU. Sectorial meetings in the camps focus on social services, logistics and infrastructure, health and nutrition. Coordination meetings between district authorities, aid agencies and refugee representatives are conducted every two months. Government-level meetings are held as required.

Government Recovery Policies and Programmes

46. The Government has supported WFP and UNHCR supplementary programmes aimed at improving refugees' living conditions. Refugees are not allowed to seek employment or business opportunities outside the camps.
47. Since 1996/1997, the Nepal Government has made annual contributions of US\$100,000 to WFP, used to purchase food. It is a significant commitment, given other pressing priorities and Nepal's LDC status. The Government grants WFP tax and duty exemptions for locally purchased and imported food.

Rationale

48. Nepal cannot support the Bhutanese refugees independently.
49. WFP is responsible for mobilizing cereals, edible oils and fats, pulses and other sources of protein, blended foods, salt, sugar and high-energy biscuits for feeding programmes. UNHCR is responsible for mobilizing fresh foods, spices, tea, dried and therapeutic milk, fuel and non-food items.
50. Government policy against refugees' involvement in the local economy means that the refugees are dependent on food aid and other assistance and have limited possibilities to supplement the rations provided by agencies.

RECOVERY STRATEGY

Beneficiary Needs: Food Aid Requirements

51. The 2001 mission recommended maintaining the daily per capita rations as in Table 1. A figure of 102,100 refugees is planned for the general distribution, with 3,400 beneficiaries for supplementary feeding of vulnerable groups and a school-based supplementary feeding programme for an estimated 42,000 students during the three-month dry season (78 school days).



TABLE 1: BREAKDOWN OF DAILY FOOD RATIONS (g)

Commodity	General ration	Health centre supplementary ration	School supplementary ration
Rice (parboiled)	410	–	–
Pulses	60	–	–
Vegetable oil	25	10	–
Wheat/corn-soya blend (fortified)	–	80	25
Sugar	20	15	7
Salt (iodized)	7.5	–	–
Fresh vegetables (UNHCR-supplied)	100	–	–
Dried skim milk (DSM) (UNHCR-supplied)	–	40	–

52. The basic WFP food ration contributes 1,980 kcal per person per day, inclusive of 41g of protein and 27 g of fat, towards the recommended minimum daily requirement of 2,100 kcal. The balance is made up with UNHCR complementary foods and the limited coping mechanisms available to the refugees.
53. The food requirements for this 12-month PRRO are presented in Table 2. For WFP, the requirements are 19,706 tons of basic and supplementary food commodities.

TABLE 2: TOTAL FOOD REQUIREMENT (tons)

Commodity	General ration	Health centre supplementary ration	School supplementary ration	Total
Rice (parboiled)	15 279			15 279
Pulses	2 236			2 236
Vegetable oil	932	12		944
Wheat/corn-soya blend (fortified)		99	82	181
Sugar	745	19	23	787
Salt (iodized)	279			279
Subtotal				19 706
Fresh vegetables (UNHCR-supplied)	3 727			3 727
DSM (UNHCR-supplied)		6		6



The Role of Food Aid

54. The principal role of the food aid provided under this PRRO is to help the 102,100 refugees registered in the camps to meet basic nutritional requirements through the provision of a general ration and targeted supplementary feeding programmes. WFP inputs will be complemented by food and non-food items provided by UNHCR.
55. In addition, the continued sale of empty WFP food containers will generate funds that can be used to finance supplementary activities aimed at increasing self-reliance and skills enhancement for women and vulnerable refugees.
56. A secondary but vital role of continued WFP assistance under this PRRO is to facilitate the process of joint verification and anticipated repatriation and resettlement of refugees in Bhutan or elsewhere. A sudden break in the food pipeline after ten years of sustained and complete support could result in serious unrest among the refugees, which could negatively affect the fragile verification and resettlement process. WFP food aid will continue to help refugees meet basic nutritional needs while indirectly facilitating the verification and resettlement process.

Programme Approaches

57. As part of the approach of maintaining the nutritional status of the refugees, WFP needs to be able to reallocate resources to support those who will be repatriated to Bhutan, as well as those who will be resettled elsewhere.
58. As potential durable solutions are identified, a framework for delivery of assistance will be developed in collaboration with UNHCR, implementing partners and government agencies in Nepal and Bhutan. It is expected that no food resources beyond those outlined in this PRRO will be required. Resources committed to this PRRO may be reallocated under the framework for repatriation and resettlement.

Risk Assessment

59. Since 1999, the level of both food and non-food assistance has been at the minimum safe level. Further reductions in levels of food assistance would risk having a negative impact on the nutritional status of the refugees, whose coping mechanisms are stretched. Under these conditions, poor resourcing levels for the PRRO could seriously affect the nutritional status of the refugees, because the Government and local communities have no means of substituting WFP food assistance.
60. The recommendation for a 12-month operation is based on current indications that the Governments will reach agreement on implementation of the joint verification process results and the identification of durable solutions for the refugees. Delay in identifying durable solutions could negatively influence continued donor support for this operation.

Objectives and Goals

61. The main objectives are:
 - to ensure regular access to a basic food ration for all registered refugees;
 - to contribute towards improving the nutritional and health status of the most vulnerable refugees through targeted supplementary feeding programmes; and
 - to strengthen coping mechanisms and enhance skills through income-generating and other supplementary activities such as vocational training and gardening.



IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components

✧ *General Distribution*

62. The planning figure for provision of a general ration for all registered refugees is 102,100.
63. Distribution of WFP basic food commodities is handled by the refugees fortnightly on fixed days under the supervision of CMCs and the Nepal Red Cross Society (NRCS). Fresh vegetables provided by UNHCR are distributed weekly.

TABLE 3: DAILY GENERAL FOOD RATION

Commodity	General ration (g)	Kcal
Rice (parboiled)	410	1 476
Pulses (lentils/chickpeas)	60	203
Vegetable oil	25	221
Sugar	20	80
Salt (iodized)	7.5	-

64. Since October 2000, one third of the lentil ration has been replaced by chickpeas to allow for sprouting, thus improving the nutritional value of the food basket.
65. The WFP general ration is complemented by a ration of fresh vegetables provided by UNHCR. To supplement this, WFP launched a home gardening project in April 1999.

✧ *School-based Supplementary Feeding Programme*

66. Following the recommendations of the 2000 UNHCR/WFP Joint Assessment Mission, a supplementary feeding programme for schoolchildren was introduced in 2001. The programme covers children enrolled in CARITAS refugee schools in the camps, from pre-primary up to grade 10 (not including child play centres) during the three-month dry season (78 school days). It will be implemented from January to March, to synchronize it with the school calendar.
67. A daily ration of 25 g of fortified wheat/corn-soya blend and 7 g of sugar (equivalent to 120 kcal) is provided in camp schools as a drink to improve micronutrient status and to tackle seasonal incidence of Angular Stomatitis.
68. In 2001, 39,885 children were provided with supplementary food under this scheme. The 2001 mission recommended its continuation. UNHCR will continue its support for non-food items and kerosene. The planning figure for the 2002–2003 school-based programme is 42,000, based on current figures for schoolchildren and natural population growth.

✧ *Health Centre-based Supplementary Feeding Programme*

69. This supplementary feeding programme covers malnourished children from 1 to 5, all expectant and nursing mothers, tuberculosis patients and elderly sick people. A premixed



ration of wheat/corn-soya blend, sugar and vegetable oil is prepared by AMDA in camp health centres and distributed weekly as a dry ration. DSM procured by UNHCR is added to the mixture for malnourished children only. Health education is provided during distribution.

70. The supplementary food ration consists of 10 g of vegetable oil, 80 g of wheat/corn-soya blend, 15 g of sugar. For malnourished children, an additional 40 g of DSM is added to the mixture. All children between 6 and 12 months receive supplementary food, regardless of their nutritional status.
71. Children found to be malnourished (below 80 percent weight-for-height) are referred to mother-and-child health clinics for enrolment in the supplementary feeding programme, in which they remain until they maintain at least 85 percent weight-for-height for a minimum of one month.
72. During 2000, some 2,800 persons a month, 2.8 percent of the camp population, were assisted; expectant and nursing mothers represent about 82 percent of the caseload. During the first seven months of 2001, average enrolment in the supplementary feeding programme was 2,977 persons per month.
73. With annual population growth at 1.6 percent, and to provide a margin of safety, 3,400 persons per month has been established as the planning figure for beneficiaries of the school feeding programme (SFP) during 2002/2003.

📌 **WFP-supported Supplementary Activities**

74. Since 1994, funds have been generated through the sale of empty WFP food containers; as of 31 August 2001, the balance was US\$252,539. In agreement with the Government and in coordination with UNHCR, WFP has been using these funds for activities promoting opportunities for economic self-reliance.
75. These activities provide possibilities of increasing household income and employment opportunities, and increase self-esteem. The most vulnerable refugee families, women in particular, are given priority when selecting beneficiaries.
76. Economic activities outside the camps are forbidden. WFP's agreement with the Government states that self-reliance activities and income-generating activities must take place in the camps without influencing local markets.
77. Between 1994 and the end of June 2002, some 10,191 families and 2,547 individuals will have benefited from WFP-supported supplemental activities.
78. Activities supported by these funds are mainly supplementary income-generation activities, vocational training (VT) and a home gardening project (HGP).

📌 **Supplementary Income-generating Activities (SIGA)**

79. WFP's main implementing partner for SIGA is RWF, a voluntary organization that has representatives in each camp who aim to improve the social status of women and who can submit SIGA proposals for approval by WFP.
80. Between 2000 and mid-2001, 45 refugees were allocated funding through RWF for activities such as doughnut-making (group loan), a bakery project and a variety of individual loan schemes such as spice-preparation, bamboo seat-making and hat-and-bag-weaving. Another 750 individuals benefited from RWF-supported nutrition training during 2000. By the end of 2001, 108 individuals and 80 families will have benefited from loan



schemes and small-scale income-generating activities. Some 64 percent of beneficiaries have been women.

✧ *Vocational Training*

81. CARITAS has been implementing this programme since early 1998. The trainees are 75 percent refugees and 25 percent local people. There have been three cycles of VT in activities such as automobile mechanics, welding, house-wiring, electronics servicing and cosmetics and beauty.
82. Women's participation in VT has varied between 24 and 35 percent. Efforts are being made to attract more women to non-traditional careers and to design more courses that appeal to women. WFP will encourage CARITAS to raise the rate of participation.

✧ *Home Gardening Project*

83. In 1999, an HGP was launched to grow vegetables to improve household access to foods rich in micronutrients. Participants were selected from the most vulnerable families, user groups were formed and training was given in growing year-round varieties of vegetables and fruit. Composting, pest management and nutritional workshops were included.
84. By the end of 2001, 7,040 families will have benefited from the HGP, but the regular diet of most refugees remains low in fruit and vegetables. Expansion of home gardening will help to ensure that vulnerable households have better access to fruit and vegetables. Home gardening is limited by land constraints, but there is potential space in the camps from public land and land belonging to agencies.

Beneficiaries

85. This PRRO covers an estimated 102,100 registered Bhutanese refugees. The figure is based on the 99,734 refugees registered in June 2001 and average growth of 1.6 percent per annum. The gender ratio is the same as in 2000—51 percent male and 49 percent female—while the growth rate remains significantly lower than for Nepal (2.4 percent) and Bhutan (2.6 percent), which reflects the success of family planning initiatives in the camps. The camps have a large proportion of young people: 44 percent of the total population is under 17 years old. Average family size is 6.5 persons.
86. As durable solutions are found, the refugees will continue to receive food assistance as appropriate within an agreed framework until they are settled in their new lives. It is therefore unlikely that the caseload will decrease significantly during this phase of the PRRO.

Selection of Activities

87. The range of activities covered under this PRRO is limited and designed to maintain acceptable nutritional status through distribution of general and supplementary rations. School-based supplementary feeding is designed to avert micronutrient deficiencies among a vulnerable age group during the dry season, when access to fresh fruit and vegetables is limited. The supplementary ration for beneficiaries selected through the camp health care system is designed to target malnourished people or those with increased nutritional requirements.
88. Supplementary activities funded through the sale of empty food containers promote self-reliance, generate income and improve skills in preparation for the future. There is potential to expand these supplementary activities in the camps, but the Government policy



of keeping refugees separate from local economies do not currently permit such activities outside. They are widely seen to be important to those who benefit from them directly and as having a positive effect on morale.

Activity Approval Mechanism

89. The basic general and supplementary feeding activities are recommended by the mission and approved through standard WFP procedures.
90. Supplementary activities funded by selling empty food containers are proposed by the refugees and approved by WFP with clearance from the CMC and Nepalese district authorities.

Institutional Arrangements and Selection of Partners

91. WFP and UNHCR fund four NGOs to carry out food distribution and other sectorial activities in the camps.
92. NRCS manages and supervises the distribution of food and non-food commodities and operates ambulance and fire-fighting services.
93. Health services are provided by AMDA, which ensures regular monitoring and reporting of the overall health situation, manages the primary referral hospital and provides emergency services for refugees and the local population.
94. An LWF team of refugee workers maintains refugee dwellings and camp infrastructure, including sanitation, disposal of human waste and vector control.
95. CARITAS implements formal education in the camps, from pre-primary to grade 10 and runs a disability programme and child play centres.
96. CARITAS, NRCS and LWF are implementing partners for WFP-supported supplementary activities.

Capacity-building

97. In addition to close collaboration between United Nations agencies and NGO partners, the cost-effectiveness and efficiency of this operation are the result largely of its participatory focus, involving the refugees in all camp activities, and the well-established camp management structure.
98. An example is RWF, established in the early 1990s and evolving over the years into a voluntary organization with more than 2,000 active members who have been instrumental in addressing the special needs of women through gender sensitization, literacy and skills training, income-generation activities and promotion of women's participation at all levels of management.
99. The high degree of organization and the levels of education reached by a large proportion of the refugee population, especially the younger generation, will enable them to organize their social and economic life once they leave the camps.



Logistical Arrangements

✦ *Food Resourcing and Delivery*

100. Since 1992, most of the food has been procured locally or regionally by WFP, except for vegetable oil, because of its limited availability and high price. Local purchases allow prompt and regular delivery with a short lead time and benefits local production and trade.
101. Local procurement, being close to the beneficiaries, minimizes transport costs. The cost of locally procured food includes transport to the EDP in the refugee camps; in-kind contributions arrive at Calcutta and incur the costs of external and overland transport.
102. Depending on availability of cash contributions during 2002–2003, local procurement will continue to be a priority, because it is more efficient and cost-effective, provided that local markets continue to provide required quantities and quality.
103. In-kind contributions may be inevitable, however, because of cash constraints; plans are in place to receive commodities through Calcutta, the main entry point for eastern Nepal.
104. Suppliers deliver commodities direct to warehouses in the camps controlled by NRCS, which takes over storage and handling and oversees distribution to the beneficiaries.

✦ *Camp-level Distribution*

105. The 2001 mission noted that food delivery, general distribution and targeted feeding were managed efficiently and cost-effectively. Accounting, recording and reporting systems are maintained by implementing NGOs.
106. Each camp is composed of sectors, four in the smaller camps and up to 12 in the bigger ones. Each is divided into sub-sectors of 80 to 110 families, or about 500 persons. Sectors and sub-sectors have representatives supervised by the refugee CMC. A sub-sector is a distribution unit for food and non-food assistance. Sub-sector heads and their assistants are elected from among adults in the sub-sector, supervised by RCU/MoHA officials. They are responsible for distribution of basic food/non-food rations in their sub-sector. A distribution-point survey in December 2000 showed that 51 percent of rations were collected by women, who stated that they controlled 90 percent of food allocation in the households.
107. For the supplementary feeding programme, the rations of blended food, sugar and vegetable oil are prepared by AMDA in camp health centres and distributed as a dry take-home ration to vulnerable groups. For the school-based supplementary feeding programme, a drink of wheat/corn-soya blend and sugar is distributed.

Monitoring and Evaluation

108. Supply of commodities to the camps is controlled through the WFP procurement and logistics system. Delivery is monitored by WFP-appointed superintendents and NRCS, WFP field staff and the refugees themselves.
109. At camp level, NRCS issues a monthly situation report (SITREP) on food and non-food deliveries, detailing the number of assisted refugees, actual food and non-food distribution and shortfalls and stock balances in each warehouse.
110. Food basket monitoring (FBM) of the general ration and fresh vegetables started in all camps in February 2000 to ensure that food distribution was fair, transparent and accountable.



111. FBM is carried out by the refugee camp food-basket monitor during general ration distributions, supervised by an AMDA nutrition monitor and in collaboration with NRCS. Four to six families per sector are monitored per distribution, selected randomly outside the distribution point after receiving their ration. Rations are re-weighed and compared against the entitlement. Major discrepancies are rare, but when they occur they are discussed at the monthly inter-agency meeting.
112. AMDA prepares a monthly health and nutrition situation report on morbidity and mortality rates, nutrition monitoring of children under 5, use of reproductive health and family planning services and supplementary food distribution. An annual nutrition survey is conducted of children under 5, based on a sample from all camps.
113. Detailed data on camp population is available on a gender-disaggregated basis and regularly updated by UNHCR.
114. There will be a review of the viability of carrying out household-level monitoring of food utilization in the context of the limited opportunities for supplementing rations.
115. Annex III lists the performance indicators regularly monitored for each of the project objectives in paragraph 61.

Security Measures

116. The RCU, chaired by the Chief District Officer of Jhapa, is responsible for camp administration, including law and order and posting of camp supervisors and police units. RCU is responsible for registration and screening new arrivals, in liaison with UNHCR.

Exit Strategy

117. Within the framework of the Joint Ministerial-level Committee, 11 rounds of talks have been held between the Nepalese and Bhutanese Governments between 1992 and 2001. The solution to the refugee crisis is currently a bilateral process with an understanding that UNHCR is willing to act as a facilitator, in a technical or advisory role as required.
118. WFP is engaged with all parties to advocate durable solutions without undue delay. Once these are identified, WFP will design its assistance package for returnees and the remaining caseload in consultation with UNHCR and other implementing partners. This assistance would cover the initial stages of repatriation, reintegration or resettlement for a period determined in consultation with UNHCR.

Contingency Mechanism

119. During this PRRO, and conditional upon political progress, repatriation and resettlement plans will be formulated, including arrangements in the home country for reception and reintegration and plans for refugees who are not accepted for repatriation. WFP country offices in Bhutan and Nepal, in close coordination with UNHCR, will prepare contingency plans with a view to making early arrangements for food assistance to returnees as required.
120. In the event of resettlement or reintegration, food resources committed to this PRRO would be reallocated to assist refugees in their new situation. Delivery of this assistance will be developed with UNHCR once numbers of refugees returning to Bhutan and those to be resettled elsewhere are known and the time frame is clarified.



RECOMMENDATION OF THE EXECUTIVE DIRECTOR

121. 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			
– Rice	15 279	205	3 132 195
– Pulses	2 236	396	885 456
– Vegetable oil	944	633	597 552
– WSB (Blended food)	181	325	58 825
– Sugar	787	385	302 995
– Iodized salt	279	60	16 740
Total commodities	19 706	253	4 993 763
External transport		38.8	765 412
Landside transport			724 048
Subtotal for ITSH			872 138
Total LTSH		81.0	1 596 186
Total direct operational costs			7 355 361
B. Direct support costs (see Annex II for details)			
Total direct support costs			578 500
C. Indirect support costs (7.8 percent of total direct costs)			
			618 841
TOTAL WFP COSTS			8 552 702

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>
--

Staff

International Professional staff	143 500
National Professional Officers	28 500
National General Service staff	144 000
Overtime	5 000
International consultants	25 000
UNVs	48 500
Staff duty travel	30 000
Staff training and development	8 000

Subtotal	432 500
-----------------	----------------

Office expenses and other recurrent costs

Rental of facility	10 000
Utilities (general)	6 000
Office supplies	12 000
Communication and IT services	25 000
Insurance	8 000
Equipment repair and maintenance	10 000
Vehicle maintenance and running cost	20 000
Other office expenses	10 000

Subtotal	101 000
-----------------	----------------

Equipment and other fixed costs

Furniture, tools and equipment	25 000
TC/IT equipment	20 000

Subtotal	45 000
-----------------	---------------

TOTAL DIRECT SUPPORT COSTS	578 500
-----------------------------------	----------------



ANNEX III

PRRO NEPAL 10058.1—PERFORMANCE INDICATORS

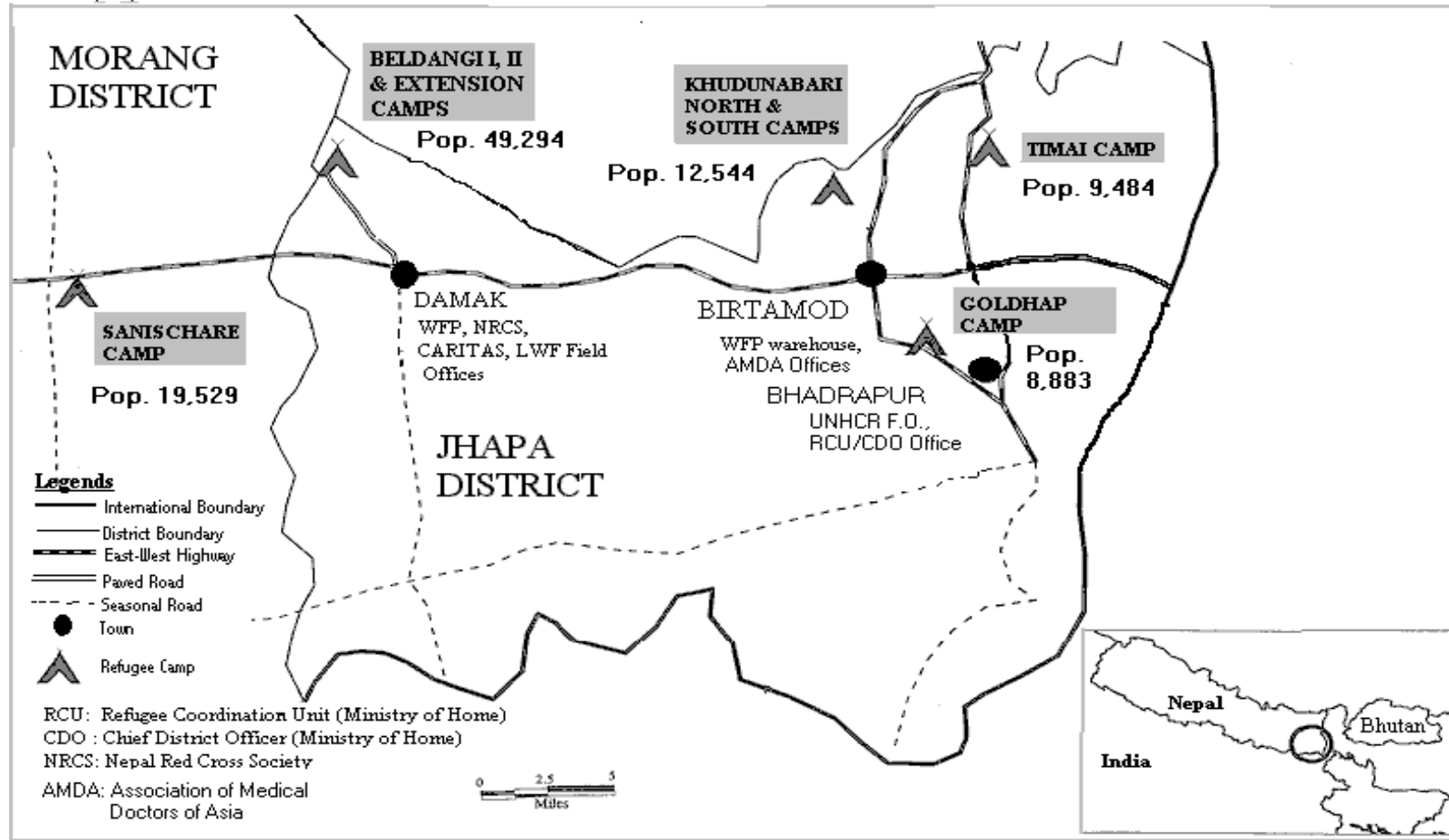
Objective	Main indicators	Reporting
Ensure regular access to a basic ration for all registered refugees	<ul style="list-style-type: none"> ➤ Fortnightly camp-wide number of food-receiving refugees (basic ration) ➤ Fortnightly quantity of basic food commodities distributed per camp ➤ Weekly quantity of fresh vegetables distributed per camp ➤ Ration size ➤ Balance stocks of food commodities ➤ Balance stocks of empty containers (for auction) ➤ Quantities of food and non-food commodities delivered to the camps (UNHCR) ➤ Post-c.i.f. losses 	<ul style="list-style-type: none"> ➤ WFP monthly Food Availability Status Report (FASREP) ➤ WFP fortnightly SITREP ➤ NRCS monthly SITREP ➤ Monthly Food Basket Monitoring Report
Contribute towards improving the nutritional and health status of the most vulnerable through targeted supplementary feeding programmes	<ul style="list-style-type: none"> ➤ Maternal mortality rate ➤ Malnutrition rate ➤ Under-5 mortality rate ➤ Infant mortality rate ➤ Crude death rate ➤ Crude birth rate ➤ Disease incidence rates ➤ Number and category of beneficiaries in SFP ➤ Fortnightly camp-wide number of food receiving refugees (SFP) ➤ Fortnightly quantity of SFP food commodities distributed per camp 	<ul style="list-style-type: none"> ➤ Monthly health and nutrition SITREP, AMDA ➤ Annual nutrition survey report, AMDA ➤ Ad hoc surveys and studies ➤ WFP monthly FASREP ➤ WFP fortnightly SITREP ➤ NRCS monthly SITREP
Strengthen coping mechanisms and enhance skills through income-generating and other supplementary activities	<ul style="list-style-type: none"> ➤ Number of beneficiaries by gender for SIGAs ➤ VT completion rate by gender ➤ Beneficiaries and production levels for HGP 	<ul style="list-style-type: none"> ➤ CARITAS monthly SITREP ➤ CARITAS project completion report ➤ NRCS/LWF seasonal monitoring report ➤ NRCS/LWF progress report ➤ NRCS/LWF final report





PRRO 10058.1—Food Assistance to Bhutanese Refugees in Nepal

LOCATION OF REFUGEE CAMPS IN MORANG AND JHAPA DISTRICTS, EASTERN NEPAL AND REGISTERED POPULATION AS OF 30 JUNE 2001 (UNHCR Source): Total 99,734



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

AMDA	Association of Medical Doctors of Asia
BHA	Bhutanese Health Association
CMC	Camp management committee
DSM	Dried skim milk
EDP	Extended delivery point
FASREP	Food Availability Status Report
FBM	Food basket monitoring
GNP	Gross national product
HGP	Home gardening project
JVT	Joint verification team
LDC	Least developed country
LWF	Lutheran World Federation
MoHA	Ministry of Home Affairs
NGO	Non-governmental organization
NRCS	Nepal Red Cross Society
PRRO	Protracted relief and recovery operation
RAARP	Refugee-affected Areas Rehabilitation Programme
RCU	Refugee coordination unit
RWF	Refugee Women's Forum
SFP	School Feeding Programme
SIGA	Supplementary Income-generating Activities
SITREP	Situation report
UNDP	United Nations Development Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
VT	Vocational training

