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WFP EMERGENCY RELIEF ACTIVITIES IN 1995

Agenda Item 3

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REPORT BY THE EXECUTIVE DIRECTOR

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NOTE TO THE EXECUTIVE BOARD

1. This document is submitted for consideration to the Executive Board.
2. Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.
3. The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.
4. The WFP staff dealing with this document are:

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OVERVIEW

1. Food aid continued to be an essential resource for saving and sustaining lives in 1995. The outbreak or continuation of man-made and natural disasters has required that most of WFP's total expenditures (56 percent) again be directed to life-sustaining relief interventions in 1995.

Commitments

2. WFP approved 23 emergency and 19 protracted (refugee and displaced person) operations in 1995, representing new commitments of 2.2 million tons valued at 1.1 billion dollars, with transport and support costs. Tables 1 and 2 provide basic data on emergency and protracted operations approved in 1995, by region. Annex I provides detailed information by operation.
3. The largest of the new emergency operations were again those for the Rwanda/Burundi region and the former Yugoslavia, at 502,000 and 142,000 tons, or 23 and six percent of 1995 relief commitments, respectively. The largest protracted operations were once more those for the Liberia and Afghanistan regions, at 213,000 and 193,000 tons, or 10 and nine percent of new relief commitments, respectively. The principal natural disaster was the drought in southern Africa.

Resource mobilization

4. Food mobilized in 1995 amounted to almost 1.7 million tons, valued at over 863 million dollars, including commodity, transport, delivery, and related monitoring and logistic costs. These contributions were allocated to all ongoing relief operations (i.e., approved in 1995 and in earlier years).

Deliveries

5. Man-made emergencies continued to account for most of WFP's relief activities. In 1995 WFP delivered a total of 1.6 million tons of emergency food assistance to over 25 million beneficiaries through 75 ongoing relief operations, including both operations approved in 1995 and others approved in earlier years. Deliveries in 1995 of about 1.4 million tons went to seven million refugees and nearly 14 million internally displaced persons, and over 200,000 tons to almost four million victims of drought and other natural disasters. Sub-Saharan Africa received 65 percent of WFP's relief food deliveries, nine percent went to Asia, and 26 percent to the Mediterranean, Middle East and Commonwealth of Independent States (CIS) - comprised of over 13 percent to North Africa and the Middle East and almost 13 percent to Eastern Europe and CIS. Deliveries to victims of man-made disasters in Latin America and the Caribbean accounted for less than one percent. Annex II provides a map showing WFP deliveries for emergency and protracted operations in 1995.
6. WFP focused attention in 1995 on emergency preparedness and response and on addressing the transition from relief to development and qualitative aspects of emergency operations, such as enhancing gender-sensitivity.



TABLE 1

BASIC DATA ON EMERGENCY OPERATIONS, BY REGION (approved between 1 January and 31 December 1995)

	Total	Sub-Saharan Africa	South and East Asia	Latin America and Caribbean	Eastern Europe, CIS, North Africa and Middle East
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Number of operations

Refugees/displaced persons	14	6	1	-	7
Drought/crop failure	6	6	-	-	-
Natural disasters	3	-	3	-	-
Total	23	12	4	-	7
No. of countries	20	10	4	-	6

Number of beneficiaries by purpose

		(million)	(%)	(million)	(%)	(million)	(%)	(million)	(%)
Refugees/displaced persons	10.3	5.0	49	0.01	-	-	-	5.3	51
Drought/crop failure	2.0	2.0	100	-	-	-	-	-	-
Natural disasters	0.7	-	-	0.7	100	-	-	-	-
Total	13.0	7.0	54	0.7	5	-	-	5.3	41

Total volume by purpose

		(tons)	(%)	(tons)	(%)	(tons)	(%)	(tons)	(%)
Refugees/displaced persons	1 010 353	607 235	60.1	1 445	0.1	-	-	401 673	39.8
Drought/crop failure	224 528	224 528	100.0	-	-	-	-	-	-
Natural disasters	34 305	-	-	34 305	100	-	-	-	-
Total	1 269 186	831 763	65.5	35 750	2.8	-	-	401 673	31.7

Total cost by purpose

		(million dollars)	(%)	(million dollars)	(%)	(million dollars)	(%)	(million dollars)	(%)
Refugees/displaced persons	552.9	336.4	60.8	0.4	0.1	-	-	216.1	39.1
Drought/crop failure	80.4	80.4	100	-	-	-	-	-	-
Natural disasters	14.4	-	-	14.4	100	-	-	-	-
Total	647.7	416.8	64.3	14.8	2.3	-	-	216.1	33.4

Budget increases for operations approved prior to 1 January 1995

	(tons)	(tons)	(%)	(tons)	(%)	(tons)	(%)	(tons)	(%)
Total volume of food	26 971	24 549	91	-	-	-	-	2 422	9
	(million dollars)	(million dollars)	(%)	(million dollars)	(%)	(million dollars)	(%)	(million dollars)	(%)
Total cost	17.5	13.5	77	-	-	-	-	4.0	23



TABLE 2

BASIC DATA ON PROTRACTED OPERATIONS, BY REGION (approved between 1 January and 31 December 1995)

	Total	Sub-Saharan Africa	South and East Asia	Latin America and Caribbean	Eastern Europe, CIS, North Africa and Middle East
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Number of operations

Refugees/displaced persons - Total	19	11	5	-	3
No. of countries	18	11	4	-	3

Number of beneficiaries by purpose

		(million)	(%)	(million)	(%)	(million)	(%)	(million)	(%)
Refugees/displaced persons	9.5	5.3	55.8	2.0	21.0	-	-	2.2	23.2

Total volume by purpose

		(tons)	(%)	(tons)	(%)	(tons)	(%)	(tons)	(%)
Refugees/displaced persons	951 234	655 432	68.9	104 659	11.0	-	-	191 143	20.1

Total cost by purpose

		(million dollars)	(%)	(million dollars)	(%)	(million dollars)	(%)	(million dollars)	(%)
Refugees/displaced persons	425.3	296.7	69.8	48.4	11.4	-	-	80.2	18.8

Budget increases for projects approved prior to 1 January 1995

	(tons)	(tons)	(%)	(tons)	(%)	(tons)	(%)	(tons)	(%)
Total volume of food	51 335	48 937	95.3	-	-	-	-	2 398	4.7
Total cost	18.6	17.5	94.1	0.4	2.1	0.02	-	0.7	3.8



Regional synopsis

7. As in 1994, most of WFP's relief activities in 1995 were again in sub-Saharan Africa. Support for care and maintenance continued for refugee and displaced victims of civil conflict in the Rwanda/Burundi regional operation (including Tanzania and Zaire), the Liberia regional operation (including Côte d'Ivoire, Sierra Leone and Guinea), Somalia, southern Sudan, Ethiopia, Kenya and Uganda. Stabilization of the political situation allowed a shift from relief to first-phase reconstruction and rehabilitation activities in Angola, Ghana, Rwanda/Burundi, Somalia and Mozambique and repatriation from Benin, Burkina Faso, Djibouti, Eritrea, Ghana, Mauritania and the Sudan. Drought-related food aid needs emerged in southern Africa (Malawi, Mozambique, Lesotho, Zambia and Swaziland) and continued in Ethiopia. Operations were being phased out in the Central African Republic, Guinea-Bissau, Senegal and Togo.
8. In Eastern Europe and the former Soviet Republics, relief was provided to victims of ethnic strife and economic collapse in the former Yugoslavia, Armenia, Azerbaijan, Tajikistan, Chechnya and Georgia. On a positive note, the Peace Accord signed on 14 December 1995 has opened up the possibility of phasing down free food distribution in the former Yugoslavia in order to promote rehabilitation and resettlement. In North Africa and the Middle East, support was provided for vulnerable groups in Iraq, refugees in Algeria and Yemen, relief and repatriation from Iran, and rehabilitation and reintegration in Afghanistan and Pakistan.
9. In Asia, emergency food assistance was provided for the first time to the Democratic People's Republic of Korea for flood victims. Relief assistance was also provided for rehabilitation in Cambodia; relief and repatriation of refugees/returnees in Bangladesh; relief to refugees in Nepal and Viet Nam, the displaced in Sri Lanka and flood victims in Laos; and reintegration in Myanmar.
10. In the Americas, assistance continued for returnees and vulnerable groups in Haiti, and is being phased out in Mexico as refugees are repatriated, resettled or taken care of by the host government.

Trends

11. No major new, large-scale emergency occurred in 1995, yet past conflict-related emergencies continue to add up to a very large WFP emergency portfolio. This type of emergency is characterized by massive population dislocation, disruption of civil society and conflict, making it more logistically challenging and expensive to provide the relief needed. Just five operations, each valued at 50 million dollars and above (Afghanistan, Iraq, Liberia region, Rwanda/Burundi region and the former Yugoslavia), account for 59 percent of total new commitments for 1995.
12. Another continuing trend is the protracted nature of complex emergencies, including both the conflict that engenders them and the population dislocations which result. Given the interrelated causes and consequences of complex emergencies, humanitarian action cannot be fully effective unless it is related to a comprehensive strategy for addressing peace, security and human rights. Long-term solutions also



depend on the capacity of potential host countries, themselves poor, to absorb affected populations.

EMERGENCY PREPAREDNESS AND RESPONSE

13. The sudden onset of conflict-related emergencies involving large population movements, such as the Rwanda crisis, caused WFP to give greater emphasis in 1995 to enhancing preparedness measures and rapid response capacity. Timely and well-planned relief interventions can reduce the severity of the emergency's impact and lead to a more effective use of available resources, with attendant cost savings.
14. In 1995 WFP formalized a framework to articulate the Programme's role in emergencies and to set forth a preparedness and response strategy which integrates and builds on WFP's existing capacities and activities, with the following three components:
 - a) advance knowledge of and planning for potential emergencies, including vulnerability analysis and mapping (VAM), collaboration with early warning systems, assessment of logistic capacity and intervention options, and contingency planning;
 - b) inputs for immediate response, including WFP rapid response teams, strategic stocks of food and equipment, stand-by arrangements for human resources and equipment, and service packages;
 - c) sound emergency management with respect to assessment, planning, procedures and systems.

Advance knowledge and planning

15. Since 1994 the WFP VAM unit has provided start-up support to WFP country offices for: a) analysing the vulnerability of target populations to food insecurity and their capacities for coping with disaster; and b) presenting the analysis with digital maps. Support includes technical assistance for developing and geo-referencing data set holdings, producing baseline and current vulnerability analysis, and linking the results of the analysis to the country strategy. In addition to the main unit in Rome, WFP has operational VAM field units in Malawi, Zambia, Ethiopia, Tanzania and Senegal. This year, the VAM cartographic cell's capacity was reinforced for mapping of WFP's logistic facilities to track ongoing food deliveries as inputs to contingency planning, case scenario-building, and public relations/donor pledging presentations.
16. VAM inputs are being used by WFP in both long-term strategic and contingency planning, to improve project identification and design, and to guide decisions on operational and programming concerns. VAM analyses and information were used in 1995 as an input to some Country Strategy Outlines, to target relief food assistance, to facilitate early warning and to assist project identification and design in Zambia, Malawi and Ethiopia.



17. WFP closely collaborates with other early warning and food security systems such as FAO's Global Information Early Warning System (GIEWS), the USAID-financed Famine Early Warning System (FEWS) and Save the Children Fund - (United Kingdom)'s Risk Map project. WFP has played an important role in coordinating common data collection and analysis among government, non-governmental organization (NGO) and United Nations partners in Zambia, Ethiopia and Malawi. WFP is currently preparing cooperation agreements for the development of data sets and VAM methodology with both the World Bank and UNDP in Senegal. Other WFP efforts in this area include the European Union-funded, WFP-managed Food Security Assessment Unit in Somalia and the Food Economy Unit of Operation Lifeline Sudan funded from the disaster mitigation facility.
18. Logistic capacity assessments provide a baseline understanding of a vulnerable region's food aid transport conditions, and help develop plans to address constraints. Last year assessments took place in southern Africa, Iran, Turkmenbashi port, Moldova/Romania, Zaire, Sahel, central Asia, and southern Russia.
19. Scenario-based contingency planning involves assessing food needs in potential emergencies, the resources and infrastructure required to meet those needs, and then developing options for operational response. Missions have been fielded, and plans produced, for Sri Lanka, Albania/Macedonia and the former Yugoslavia. These efforts are already bearing fruit. The planning process identified alternate transportation routes for the former Yugoslavia operation, which were then used in anticipation of population movements.

Inputs for immediate response

20. Strategic stocks of food and equipment: in 1995 arrangements were made to:
 - a) formalize WFP's use of the DHA-managed warehouse at Pisa, Italy, for an existing stock of commodities of high nutritional value and shelf-life; and b) draw on reconditioned equipment used in peace-keeping operations at the United Nations Department of Peace-Keeping Operations' (DPKO) Logistics Base in Brindisi. The Brindisi facility has been used to support activities in Sierra Leone. The Strategic Logistics Stock for Africa of logistic equipment (i.e., equipment for transport, communications, cargo handling and storage; survival kits; tents; and bullet-proof vests), established in Nairobi in 1993, was used in 1995 for the Liberia regional operation. WFP also continued to support national food stocks such as the Emergency Food Security Reserve in Ethiopia.
21. Blanket purchase agreements have been negotiated with suppliers for immediate procurement at a set price and delivery period of standard equipment, i.e., vehicles, mobile warehouses, tarpaulins, generators and communications equipment. WFP's local purchasing capacity is also being expanded with the establishment of new regional purchase centres in Viet Nam and Georgia, in addition to existing centres in Zimbabwe, Uganda, Turkey and Kenya.
22. WFP has two rapid response teams, one based at headquarters and the other in Nairobi, for immediate deployment to set up emergency food aid programmes and conduct contingency planning missions. In 1995 teams were deployed to North Korea, Rwanda, Burundi and Croatia and efforts focused on building up the

capacities of the teams, including staff selection, training and procurement and pre-positioning of necessary equipment.

23. WFP has entered into stand-by arrangements with Swiss Disaster Relief, and is in the process of negotiating more with other organizations, to allow timely access to a pre-funded pool of relief experts and equipment. These arrangements have already been used in WFP emergency operations in the Rwanda region and Sierra Leone.
24. WFP has developed eight logistic service packages, or rapidly deployable sets of personnel and equipment, configured to accomplish a certain objective, to be made available by donors on a stand-by basis. The eight packages are: operations for port, rail and airhead, road and airstrip repair, establishment of logistic bases, field communications, long-haul trucking and logistic advisory services.
25. Military and civil defense assets (MCDA) and service packages: in 1995 WFP, with other operational agencies, played a key role in establishing the Military and Civil Defense Unit (MCDU) in DHA to coordinate United Nations relief requests to donors for MCDA, both personnel and equipment, for use in relief responses. In this regard, a standard set of MCDA "service modules" with common terminology and formats was developed. Prospects for supporting selected service packages with assets from other sources, such as NGOs or the private sector, are also being explored with several donor countries, and standard formal agreements are being drafted to provide the framework for activating this capability.

Emergency management

26. *Assessment and planning.* Continuing efforts to improve assessment of global aid needs included issuance of guidelines for assessment missions and initiation of a consolidated reporting on global relief requirements and projections. A workshop was held in November 1995 to train WFP Burundi field staff on household food security assessment techniques. In conformity with WFP's global efforts to mitigate the effects of disasters through improved project design, vulnerability assessments are feeding into the preparation of country strategies, determination of food aid requirements and contingency planning.
27. *Procedures and information/reporting systems.* WFP has undertaken a variety of initiatives to integrate and upgrade its telecommunications links, both among WFP units and between WFP and its partners in the relief community, for improved flow of information and transfer of data, and ultimately better coordination in emergency planning and operations. Access to global electronic networks, such as the Internet, has been established, along with connections to deep field sites through satellite technology and electronic mail via radio through the Afrinet project, radio modems in the Rwanda region, and radio FAX in the Caucasus. Other improvements include commodity tracking modules for the Transport Coordination Unit in Kampala, the telecommunications hub for regional food aid information and tracking systems. A WFP staff member was loaned to DHA to assist in developing the ReliefWeb electronic information exchange network for the relief community. WFP began developing its own site on the World-Wide Web to make information available on-line through the Internet, to be publicly available in 1996.



28. In order to improve its capacity to assess the relevance and effectiveness of food assistance in relief operations and facilitate management decisions on a programme's orientation, WFP is developing a system of performance indicators to measure the effect of emergency operations on the target beneficiaries' well-being and response to an emergency. In the future, WFP will ensure that project proposals for emergency and protracted operations consistently include performance indicators to provide a basis for tracking progress and meeting monitoring and evaluation needs.
29. Other initiatives are under way to improve methods and guidelines for targeting, distribution and monitoring; reporting to donors; and administrative and financial procedures.
30. *Response capability.* Last year, WFP established an emergency management training programme to enhance its human resource capacity for managing and implementing emergency operations. A total of six training sessions (three for management and three for technical operations) were held in 1995 and attended by 170 WFP staff members. This year, new topic areas related to WFP preparedness and response strategies, assessment, early warning, rapid response capacities, monitoring and evaluation, and gender sensitivity have been added.

KEY ISSUES IN EMERGENCIES

Developmental uses of relief aid

31. Emergencies present a great threat to efforts to reduce hunger and malnutrition among the world's poor. The rapid increase in recent years of emergencies has reordered the priorities of donor nations, as resources are diverted from economic and social development. With development activities curtailed, the food-insecure areas of the world will become more vulnerable and less able to cope with emergencies, man-made or natural.
32. *WFP's role.* At the earliest possible moment, WFP explores opportunities for developmental uses of relief food assistance even in the context of a continuing emergency, to rebuild livelihoods and assets in addition to sustaining lives for reduced vulnerability to future emergencies and reduced dependency on ongoing assistance. WFP's involvement in both emergencies and development puts it in a position to encourage the transition from relief to developmental activities. Examples in 1995 include:
 - a) seeds and tools programmes to rehabilitate agricultural activities in conjunction with resettlement or drought-recovery programmes in Angola, Malawi, Swaziland, Mozambique, Rwanda, the Sudan and Burundi. Relief food is supplied in the period of pre-harvest scarcity. It provides energy for labour, and prevents seeds from being eaten and crops from being harvested prematurely. WFP purchased and distributed some 900 tons of millet and sorghum seeds for the 1995 season in Mozambique;



- b) meeting the nutritional needs of beneficiaries for a restricted period until they can produce their own food or earn an income to encourage resettlement, repatriation or reintegration of refugees and the internally displaced in Angola, Cambodia, Mozambique, Myanmar, Senegal, Zambia and Uganda, and the demobilization of soldiers in Angola, Mozambique and Liberia;
- c) food for work for post-conflict rehabilitation of war-damaged infrastructure (health clinics, schools, roads, water-supply, sanitation) and productive assets (land clearing/improvement, fish-ponds) in Angola, Liberia, Mozambique, Rwanda, Somalia and the Sudan. Food aid has also been used to reinvigorate local economies by supporting bakeries and wheat mills in the former Yugoslavia;
- d) food for work for rural infrastructure (roads to facilitate movements of people and goods; water resources such as wells and ponds; mini-dams, canals and dikes for irrigation; and soil conservation/reforestation projects) and agricultural land clearance to facilitate reintegration in Afghanistan, Cambodia and Myanmar and to mitigate future natural disasters, such as drought or flood, in Laos, Ethiopia and Swaziland;
- e) supporting a strong government policy of community self-help initiatives in Afghanistan, Ethiopia, Malawi, Somalia, Swaziland and Zambia, whereby free food rations have been phased down in favour of food-for-work projects to reduce dependency on food aid;
- f) village-level seed and grain banks created and managed by local communities in Cambodia and Laos for low-interest loans during the pre-harvest hunger period when prices typically inflate. WFP assisted an estimated 121,590 beneficiaries through the establishment of 250 rice banks in 1995 in Cambodia;
- g) salary substitutes or financial incentives to civil servants such as teachers and health care workers to encourage the resumption of essential social services in Rwanda, Somalia, Liberia and the former Yugoslavia;
- h) food support to social service institutions (hospitals, day-care and special feeding centres, orphanages, schools); in Cambodia, evaluation shows that the rural poor are more willing to come for medical treatment and stay longer when free food is provided;
- i) supporting income-generation and vocational training to prepare refugees and demobilized soldiers for return and reintegration in Kenya, Pakistan and other places;
- j) employment for ex-combatants as an incentive to disarm and return to civilian life; in Liberia, an agricultural resettlement project involved some 1,000 ex-combatants in safe areas around Monrovia;
- k) monetization in Somalia for non-food items necessary for rehabilitation projects and to rehabilitate markets;



- l) procurement of surplus cereals by WFP from the settled and now self-sufficient refugees in Uganda for distribution in the transit camps;
 - m) providing basic commodities for production of blended foods such as "Akamil" in Haiti, or purchasing locally-produced blended foods such as "Faffa" in Ethiopia and "Unimix" in Kenya, for use as weaning foods or in supplementary and therapeutic feeding of children. WFP is often the major purchaser of these products, which supports local industry. These projects also have an indirect impact on nutritional status through complementary training of families in proper infant feeding practices;
 - n) phasing-over as beneficiaries become self-sufficient: i) from general food distribution to targeted feeding programmes for vulnerable groups, including destitute new arrivals, to create social safety nets in Guinea, Côte d'Ivoire, Liberia, and Pakistan; and ii) from relief assistance to regular WFP development projects in Mexico (refugees) and Lesotho (drought).
33. ***Prospects for self-reliance.*** Long-term prospects for achieving a degree of self-reliance and food security among emergency-affected populations are determined by:
- a) access to assets, especially land for farming and labour markets;
 - b) access to social support networks of ethnic kin and relatives;
 - c) host government policy on mobility, access to land and other income-generating activities;
 - d) availability of non-food inputs for income-generation to complement food assistance;
 - e) political situation, including insecurity and the presence of land-mines;
 - f) prospects for repatriation or integration in the host community.
34. Significant numbers of refugees in the Central African Republic, Côte d'Ivoire, Ghana, Guinea, Mexico, Pakistan, Uganda, Zaire (Sudanese and Ugandan refugees) and Zambia have achieved self-sufficiency in food production or have found employment opportunities, making it possible to phase out food assistance to them. This success is due mainly to the supportive policy of the host governments involved to allocate land and allow access to labour markets. As refugee flows increase, options become limited for absorbing large numbers. For refugees in Djibouti, Iran, Kenya, Nepal, Rwanda, Burundi, Tanzania and Zaire who are either settled in areas of limited agricultural potential or who are not allocated land or otherwise permitted to integrate, repatriation is the only durable solution, but may also be constrained by security situations in the country of origin.
35. There is usually more potential for pursuing developmental applications of food aid in country-of-origin situations in a reintegration context than in country-of-asylum



situations, unless host governments take a liberal policy towards refugees and access to land.

Factors constraining humanitarian work

36. In keeping with the increase in conflict-related emergencies, land-mines, insecurity, misappropriation of commodities and lack of effective authority have hindered and complicated relief and rehabilitation work.
37. One of the most serious outcomes of the increase in conflict-related emergencies is the proliferation of land-mines, which continue to hamper WFP's relief and rehabilitation operations a long time after the conflict has ended. To be able to deliver and monitor, WFP has become involved in ad hoc mine clearance and awareness activities, such as providing equipment, logistical support and food in lieu of wages to local demining teams. For its programme in Cambodia, WFP has collaborated with the NGO HALO Trust to clear the way for resettlement of refugees and internally displaced persons and implement food-for-work road and canal projects. In Mozambique and Angola, WFP has opened road corridors for the deployment of food aid convoys.
38. International humanitarian personnel have increasingly become targets of war. They were taken hostage or forced to flee cross-fire in Somalia and southern Sudan, and offices and residences have been attacked with grenades in Burundi. Most of the injuries or fatalities of WFP staff on the job were the result of security-related incidents. Since 1990, six WFP staff have been killed by gunshots during ambushes or by land-mines, including one person killed last year in Ethiopia. They have mostly been national staff, who are those in the first line of fire. WFP is currently studying how to increase security-related awareness, evacuation planning, training and dissemination of information.
39. In certain situations, military resources are required for the protection of humanitarian workers, to create the conditions for safe delivery of humanitarian assistance, and to enhance emergency preparedness and response. WFP participated in simulation exercises, such as Agile Lion in Bosnia, for planning and conducting humanitarian assistance in conjunction with military forces. These workshops have led to better mutual understanding by the military forces, United Nations relief agencies and NGOs of respective roles and mechanisms for coordinating relief and military actions. WFP's Augmented Logistics Intervention Team for Emergencies (ALITE) has established links with DHA's project on humanitarian early warning and the Department of Peace-keeping Operations' (DPKO) Operations Centre on assessment matters. In its demining work, WFP sub-contracts or coordinates with demining specialists such as United Nations peace-keeping or local armed forces units and trained national demining teams. ALITE was given liaison status with NATO movement planners to share convoy and shipping data during the deployment of NATO to Bosnia.

Addressing qualitative aspects

40. **Nutrition.** WFP's traditional nutritional objective has been to provide adequate calories and proteins through a food basket of basic commodities like cereals, pulses and oil, foods not generally rich in micronutrients. In emergencies, the caloric value of the food remains the principal concern. However, in situations where beneficiaries have no access to sources of food other than food aid, complementary and/or fortified blended foods have provided the required micronutrients. In recent years, more use has been made of fortified food in the basic ration to improve its quality. Efforts were initiated last year to develop a WFP policy for providing micronutrients. A WFP taskforce is presently studying the cost-effectiveness of, and implementation strategies for, increased fortification of various commodities in order to achieve a greater impact on health.
41. WFP is currently using the standard 1,900 kilocalories of energy per person a day as a reference value for emergency rations. In 1995 a review in international nutrition forums of the appropriateness of a single planning figure was initiated. A two-stage approach to allow tailoring of rations to specific situations is now being considered, to consist of: a) an initial rapid "assessment" of food needs based on a reference table of kilocalorie requirements; and b) a detailed field assessment to refine the first stage estimate, taking into account demographic characteristics of the beneficiary population, including activity levels, climate, local access to food, and endemic diseases.
42. Since they work at the distribution level, NGO implementing partners have, overall, closer contact with the beneficiaries. Last year, formal agreements between WFP and some NGOs were concluded to ensure that WFP-supported food assistance addresses issues such as community participation, gender-sensitivity and health and nutrition.
43. **Capacity building and community participation.** A major determinant of the overall effectiveness and sustainability of humanitarian assistance is the extent to which it strengthens (or erodes) local capacity and mechanisms to cope with future crises. Local authorities and communities are ultimately responsible for guiding and advancing rehabilitation and development efforts, and their empowerment is essential. In planning and implementing relief and rehabilitation activities, using local NGOs and local expertise and involving the beneficiary community can help reach the most needy, while building capacity for shifting to developmental activities after the acute phase of the emergency has passed.
44. WFP traditionally supports local governments and NGOs through training, supply of equipment, and specific project design to improve infrastructure and management systems for food transport, storage and handling. In Ethiopia this year, WFP ran a training course on distribution reporting for camp and regional coordinators of the Government's refugee and returnee affairs administration. WFP is also building capacity (trained personnel, data sets, systems and offices) in early warning through its VAM activities. In the former Yugoslavia, Bosnian- and Croatian-owned trucking fleets were engaged for delivery of food aid as soon as conditions allowed, and WFP wheat supplies and equipment have rehabilitated mills and bulk handling facilities.



45. Since March of 1995, WFP's team of five local experts has worked in the Wolaita area of Ethiopia to build up the capacity of the local disaster prevention and management committees through training and technical assistance in: a) developing relief and project plans for ready implementation of employment-generating schemes in the event of future food shortages; b) project supervision and management; c) accounting for food and non-food commodities; and d) implementing the local level participatory planning (LLPP) methodology, which involves the community in planning, prioritizing and implementing labour-intensive public works according to set work norms and quality standards.
46. Local purchase of commodities from such non-traditional sources as Somalia encourages the local agricultural and commercial sectors in societies recovering from civil conflict.
47. WFP's vulnerability assessments help design interventions to improve access to food and coping mechanisms and preserve key assets. In Malawi, this work assisted the 1995 WFP/FAO assessment mission in targeting assistance. In collaboration with UNHCR and the NGO community, WFP conducted a review of the coping mechanisms of refugees in Rwanda and the other affected countries in the region for rehabilitation programming, including determining the appropriate food ration and general refugee needs. Sorghum was included in the food basket in Zambia to encourage its use as a more drought-resistant food crop that can serve as a coping mechanism in future droughts.
48. In the Mutarara district of Mozambique, community groups identified pellagra, the micronutrient-deficiency disease, as a problem. This led WFP to include ground-nuts in the food basket. Local participation in project design also resulted in an expansion of food-for-work infrastructure rehabilitation projects to employ some 20,000 to 25,000 people throughout the country. In Afghanistan, beneficiary contribution and participation are preconditions of project approval. Other efforts in 1995 to involve the community in planning and managing food aid programmes were documented in Djibouti, Iraq, Nepal, the Liberia regional operation, Pakistan, Somalia, the Sudan, Swaziland, the former Yugoslavia and Zambia.
49. There are sometimes contradictions between involving the community and gender objectives. In Kenya, community-based food distribution systems proved to be biased towards refugee leaders and others of influence within the community. WFP and UNHCR eventually abandoned this system in favour of a centralized food distribution system where food is distributed under supervision to registered card-holders, who are, in most cases, the senior female member/head of household.
50. *Gender.* WFP experience suggests that putting food aid in the hands of women, as food providers and preparers for their households, may be the best way to ensure that it reaches those who most need it. Women are more likely than men to use additional income for ensuring a better diet for their families. In emergencies, women need to take decisions in the absence of men, yet are often marginalized. Women and children make up 70 percent of the victims of armed conflict, and are the majority of WFP beneficiaries.

51. The Fourth World Conference on Women held in Beijing in September 1995 provided an opportunity to focus the Programme's attention on addressing the gender dimension of food aid. In 1995 WFP made commitments for women in emergencies regarding: a) direct distribution to households; b) involving women in planning and managing relief assistance; c) providing emergency assistance which meets the special needs of women, i.e., non-food inputs and services to reduce their labour burden like milling, fuel and fuel-efficient stoves and jerrycans for fetching water; and d) collecting and reporting gender-disaggregated data. WFP country offices are currently in the process of developing work plans for 1996 to implement WFP commitments for women.
52. Gender assessments of emergency operations were carried out last year in Zaire, Mozambique, Malawi, Angola, Pakistan, Afghanistan, Gaza/West Bank, Iraq, Tajikistan and Azerbaijan, as well as a desk study by the Refugee Studies Programme of the University of Oxford, which identified necessary improvements to policy and practice.
53. WFP produced the video "Women Eat Last" for the Beijing Conference on the role of women in conflict situations in ensuring the food security of their family, and the importance of involving women in the distribution and management of food aid to support this role. The video has been used to raise awareness in WFP training and in meetings with NGO implementing partners.
54. These efforts have generated greater attention to gender issues, and concrete results are already emerging. Design missions for emergency operations in Gaza, Malawi, and the Afghanistan region have included a gender specialist. Project plans for operations in Angola, Cambodia, and the Afghanistan and Liberia regions have included gender analysis and skills building for staff. The new phase of the emergency operation in Iraq has been planned and implemented in coordination with the Federation of Iraqi Women to reach destitute, female-headed households. In the former Yugoslavia, WFP developed strategies to incorporate women more fully into the food aid relief effort at the local level. Beneficiary data are now being collected on a gender-disaggregated basis in Iraq, Kenya and Malawi, including share of resources received and involvement in delivery and distribution mechanisms.
55. Other projects with a gender aspect in 1995 include the following:
 - a) Women participate as workers and supervisors in food-for-work projects in Lesotho and members of rice bank committees in Laos. In Mozambique, WFP has set a minimum target of 30 percent participation of women in food for work projects. Almost 90 percent of food-for-work participants under the Swaziland drought operation were women. Women refugees in Meheba, Zambia, were elected to half of all positions of leadership for food distribution and management of the camp settlement.
 - b) In Kabul, Afghanistan, the entrepreneurship of widows was enhanced with the establishment of bakery projects and vocational training.



- c) Among Somali refugees in Djibouti, school snacks are an incentive for parents to allow their children, particularly girls, to attend school. Already 20 percent of students are girls, which represents considerable progress.
 - d) General food rations are issued under strict supervision to family units through a centralized distribution system in refugee camps in Kenya; in most cases, the senior female representative of the household collects the food.
 - e) In Mozambique, discussions are held regularly with implementing partners to increase the participation of women in management of food distribution, and formal agreements amended to incorporate this change. Iodized salt and ground-nuts were added to the food basket to address health problems particularly affecting women (iodine deficiency and pellagra). Rations are distributed in the women's names in polygamous families.
 - f) Proceeds from the sale of empty food bags and containers have been reinvested in community work, training and income-generating activities in sewing and knitting mostly targeted to Bhutanese refugee women in Nepal.
 - g) Where for cultural and structural reasons food is handed over to the male heads of households among the Tuareg in Burkina Faso, extra attention is given to monitoring to ensure that food reaches women and children.
56. **Environment.** In emergencies in countries like Malawi, Tanzania and Pakistan, huge concentrations of people in camps cause land degradation, water contamination and deforestation, further undermining the long-term food security of displaced people and host communities alike. Competition over resources has even led to conflict with host populations.
57. The fuel issue in emergencies is particularly salient. Refugees in Bukavu and Goma, Zaire, and many other locations are forced to pursue increasingly drastic measures to obtain fuel, like collecting wood in nature preserves. As firewood and clean water (both collected by women) become scarce, nutrition and the household's labour burden are affected. Women must travel farther afield, spend less time on cooking, and fuel is insufficient to cook food properly.
58. Both UNHCR and WFP are putting more emphasis on fuel-conserving measures. More support from donors is needed to make funds available for this purpose. In Malawi, WFP seeks to purchase beans with lower cooking time, in combination with education on preparation techniques (i.e., soaking) to conserve water and firewood. Where resources permit, fuel-efficient stoves are distributed or constructed, and milled cereals provided, which require less time and effort in preparation and cooking. In Kenya, the distribution of small milling implements (traditional grindstones) to each refugee household is being considered. Milling just prior to consumption maximizes shelf-life of the food and also conserves the nutritional value. Some 1,500 solar cookers are already in use in the Kakuma camp of Sudanese and Ethiopian refugees in Kenya.



59. Food for work is used to support soil conservation measures such as tree-planting and the construction of bunds to address environmental damage by refugees in Mauritania, Pakistan, and Kenya.

Transport and logistics

60. To meet the increasing need to deliver quickly and cost-effectively, massive amounts of relief around the world, often under difficult and dangerous circumstances, WFP has developed an impressive transport and logistic capacity, and has a significant role in providing expertise and assistance in this area to governments and implementing partners. In 1995 a programme-wide decline in tonnage available permitted delivery operations to be consolidated, qualitative aspects of delivery systems enhanced, and logistic responsiveness improved through better preparedness.
61. In 1995 WFP undertook a variety of measures to enhance the effectiveness and reduce the costs of logistic operations, as follows:
- a) continuing efforts to consolidate shipments saved three million dollars;
 - b) arranging for food transport on an f.o.b. rather than cost and freight basis saved 1.7 million dollars in ocean freight costs;
 - c) approaching transport and logistics from a regional perspective, as in the Rwanda/Burundi and Liberia operations, provided important flexibility in shifting resources from one country to another. This was particularly critical where access through more traditional and direct routes was constrained;
 - d) augmenting delivery capabilities through several improvement and rehabilitation projects including:
 - i) Rwanda/Burundi region: WFP invested about six million dollars for the rehabilitation of rail and road networks and improvements in port, transshipment and storage facilities. New access has reduced the cost of road transport between Kampala and Goma by nearly 13 dollars a ton, and has encouraged new commercial activity, generating additional economic benefits for both Uganda and Zaire;
 - ii) rehabilitation, including demining, of main road corridors in Angola decreased the share of food moved by costly air deliveries from 70 to 30 percent during the course of the year;
 - iii) assuming responsibility for transport of food from the port in Yemen saved more than 23 dollars a ton;
 - iv) continued support for the Caucasus Logistics Advisory Unit, which coordinates humanitarian relief shipments, and the expenditure of five million dollars in improvement projects in the port and rail network linking the Georgian Black Sea ports of Poti and Batumi with Azerbaijan and Armenia, improved the food delivery system serving the region. WFP's Executive Director attended the inauguration of the Natanebi bridge,



reconstructed with contributions from WFP and the Governments of Georgia, Armenia and Azerbaijan. This project serves as a symbol of regional collaboration, confidence-building and self-help.

62. On average during the year, WFP deployed 18 aircraft in 13 countries for both delivery of food to beneficiary populations accessible only by air and to transport passengers. A total of 73,500 tons of food and non-food items were airlifted or airdropped, mostly to victims of conflict in Angola and the Sudan. While this was down from 130,000 tons in 1994, the reduction was primarily due to increasing use of surface transport in Angola, following the return to relative peace and security there. Over 45,000 passengers, mainly relief workers, were transported by WFP, often in difficult conditions of poor infrastructure and insecurity. WFP aircraft were also used for over 50 emergency evacuations of United Nations and NGO staff in life-threatening situations due to medical emergencies or deteriorating security conditions.
63. The new unit, ALITE, was formed this year to address WFP's operational and conceptual aspects of logistic preparedness and response for emergencies. It is responsible for logistic capacity assessments and contingency planning, mechanisms for facilitated access to logistic inputs (i.e., stand-by arrangements and service packages), liaison with military and peace-keeping counterparts, special logistic operations, and telecommunications systems to facilitate the management of logistics.

HUMANITARIAN RELIEF COORDINATION

64. WFP continued its extensive coordination with United Nations and NGO partners to fulfil its role in assessing food aid requirements, appealing for resources, coordinating food aid operations, and improving international humanitarian policy and practice in general.

NGOs

65. Collaboration between WFP and NGOs remains extensive in the area of emergency relief operations, where NGOs serve as implementing partners for the distribution and monitoring of WFP relief commodities. The past year was characterized by an intensification of relationships with NGOs, including development of Memoranda of Understanding (MOU) to articulate the respective division of responsibilities. In November 1995 WFP held the first NGO consultation with 15 key operational partners to initiate a regular operational and policy dialogue. Discussion focused on food aid distribution, staff security and evaluation methods.

Strengthening coordination of emergency humanitarian assistance

66. ECOSOC resolution E/1995/L.62 of 27 July 1995 recognizes the need to further review and strengthen the capacity of the United Nations system for humanitarian assistance. WFP is preparing reports to the Executive Board in 1996 on its role and



operational responsibilities, as well as operative and financial capacities for fulfilling its role and for coordination with other United Nations agencies.

UNHCR

67. UNHCR is WFP's main partner in refugee, returnee and some internally displaced person operations. Regular consultations between WFP and UNHCR continued to strengthen the joint working arrangements set forth in the 1994 MOU and achieve policy improvements for all joint operations. As a result, a revised version of the MOU is expected to be concluded in 1996. Noteworthy improvements in 1995 include continuing transfer to WFP of extended delivery point management (hand-over point of food responsibility to UNHCR) and greater attention to distributing food to women, especially households headed by females. WFP conducted headquarters and local joint assessment missions with UNHCR (often with donor and NGO participation) to Pakistan, Nepal, Central African Republic, Benin/Ghana, Mauritania, Iran, Côte d'Ivoire/Guinea, Rwanda, Burundi, Tanzania, Zaire, and Kenya. In October 1995 the two organizations met in Nairobi to review the Rwanda/Burundi regional operation and plan for 1996, based on the findings of a local assessment of the refugees' nutritional and socio-economic situation and repatriation aspects. WFP participated in workshops on distribution/monitoring, registration, and food and nutrition to review the division of labour between UNHCR, WFP and NGOs and develop a common terminology and approach.

FAO

68. WFP collaborates with FAO on issues related to agriculture and nutrition. Last year, WFP and FAO conducted joint assessment missions to the following drought-affected areas: Lesotho, Swaziland, Zambia, Zimbabwe, Malawi, Mozambique, Angola, Ethiopia, Eritrea, the Sudan, Iraq, the Caucasus, North Korea, Burundi, Rwanda, Cambodia and Laos. WFP provided substantive input to FAO on the formulation of integrated assessment guidelines for these missions, which will now be used. FAO has contributed technical support to assessment and planning missions for rehabilitation activities. The two organizations jointly conducted a study of vulnerable groups in Rwanda. WFP has continued exchange of information with FAO's GIEWS, including digital maps and data sets in the context of VAM and food security.

UNICEF

69. Field-level collaboration continued with UNICEF in supplementary feeding programmes for emergency operations and joint management of the Operation Lifeline Sudan relief umbrella. In the Sudan, WFP transported a UNICEF medical team on its barges to provide immunization, primary health care and nutritional surveys in 25 locations to populations not accessible by other means. To further enhance collaboration, negotiations continued on a MOU between the two organizations.



DHA

70. WFP has continued its active participation in all DHA-coordinated emergency programming, including the consolidated appeals process (CAP) and the Inter-Agency Standing Committee and its working group, which examine policy issues and review emergency programmes. In 1995 WFP participated in several DHA-sponsored inter-agency missions and is involved in a number of DHA-led initiatives, such as the International Decade for Natural Disaster Reduction and joint inter-agency training.

International Committee of the Red Cross (ICRC)

71. In September 1995 the Executive Director of WFP and the President of the ICRC met to review the evolving relationship between WFP and ICRC and to strengthen joint collaborative arrangements. Mindful of ICRC's special status of strict neutrality, WFP and ICRC have sought to complement each other's programmes in such places as Rwanda and Afghanistan.
72. The Executive Director participated in the Madrid Humanitarian Summit of the main humanitarian agencies and prominent donors organized by the European Community Humanitarian Office on 14 December 1995 to give greater visibility to humanitarian issues among international decision-makers. The Summit culminated in the signing of the Madrid Declaration, which highlighted 11 humanitarian issues of major concern to the leaders and representatives.
73. To improve communication with implementing partners, donors, local government and the community, WFP, often with local governments, has commissioned newsletters, such as the Food Aid News in Malawi.

EVALUATION

74. WFP concluded evaluations of emergency operations in Myanmar/Bangladesh, Mozambique and Afghanistan, focusing on how to orient WFP emergency activities towards longer-term rehabilitation and development objectives. Evaluations are in progress for Rwanda/Burundi and Liberia.
75. Results so far indicate that WFP's approach to emergencies is appropriate, operations are implemented professionally, and targets are met effectively, if not always precisely defined. Some lessons related to the transition from relief to development are:
- a) Attention to the needs of the host population: At the outset of refugee assistance operations, possibilities for WFP and UNHCR to include the host population in development activities should be explored, and a separate development sub-component targeted at the host population should be considered.



- b) Vocational and linguistic training for integration: From the beginning of an operation, linguistic and vocational training should be foreseen to facilitate the eventual reintegration of refugees.
- c) Capacity-building in emergency response: A national institution should be designated and trained to respond to future emergency situations.
- d) Local and regional purchasing: In all emergency operations, the possibility of local or regional purchases should be explored as a matter of course, with careful monitoring to avoid price escalation and scarcity of basic commodities resulting from excessive purchasing.

Lessons from the joint evaluation of emergency assistance to Rwanda

76. The findings of a multi-donor evaluation of the 1994 Rwanda emergency - the most extensive assessment of the planning and execution of a large-scale relief operation to date - have important implications for WFP and the international humanitarian assistance community for improving policy and practice in responding to future emergencies and rebuilding societies in the aftermath.
77. WFP achievements:
- a) The food aid supply system, primarily run by WFP, made food available quickly and in an impressive volume, saving many lives and mitigating large-scale suffering. This was a substantial achievement, considering the number of people in need and challenging logistical conditions.
 - b) WFP made logistic breakthroughs which led to substantial savings in transportation, such as opening up road corridors to Goma a mere five days after the massive influx in July 1994.
 - c) WFP was one of the few organizations that targeted assistance to vulnerable groups, which included households headed by females.
78. Lessons learned by WFP:
- a) Early warning systems and vulnerability assessments may require inclusion of political and military indicators of conflict.
 - b) Direct distribution of food to households must have priority to avoid diversion that can result from indirect distribution through corrupt camp leadership.
 - c) The impact on the environment, assets and livelihoods of the local host population of the massive concentrations of refugees should be mitigated by selecting food rations that minimize fuel requirements (e.g., milled cereals) or by providing equipment to mill and pre-soak food for faster cooking.



- d) Communication mechanisms must be strengthened to take better account of the views of beneficiaries in programme design and implementation. Assessments of food aid needs should be carried out early to ensure food rations are acceptable to beneficiaries.
- e) Adequate resources must be dedicated to preparedness, including contingency planning, assessments of needs/capacity, and investments in mitigating logistic bottle-necks.
- f) Coordination of responsibilities among the principal United Nations agencies for the supply and distribution of food must be improved. A more efficient division of labour, consolidating all food, transport and logistic responsibilities with WFP, should be considered.

79. General conclusions:

- a) The relief system performed well. The courage and commitment shown by United Nations and NGO personnel in extremely difficult and often dangerous situations, and the speed with which water, health care and food were made available, were all commendable.
- b) The principal lesson of the Rwanda crisis is the limits of humanitarian action in dealing with complex emergencies. The essential failures were political, i.e., anticipating and diffusing the conflict which caused the emergency, establishing a secure humanitarian space for operations, and forging a durable solution with diplomacy and peace-keeping. This includes finding the political will to fund prevention and preparedness measures before a crisis breaks out, and rehabilitation afterwards.

RESOURCES

80. WFP obtains resources to purchase and deliver food and cover related logistic and monitoring costs through a combination of cash and food donations mobilized by means of appeals and other contributions. The position at the end of 1995 of the various funding categories at WFP's disposal was as follows:

International Emergency Food Reserve (IEFR)

81. The level achieved in 1995 for the IEFR was the fourth highest, after 1992 (1.37 million tons), 1993 (1.19 million tons) and 1994 (1.13 million tons). Twenty donors contributed 1.2 million tons of foodstuffs valued at 542.4 million dollars, comprised of 166 million dollars of in-kind foodstuffs (31 percent), 111 million dollars (20 percent) in cash for food purchases and 266 million dollars (49 percent) in cash for transport, logistics and support costs. Of the total tonnage, cereals accounted for 79 percent and non-cereals (pulses, vegetable oil, blended foods, sugar and salt), 21 percent.



82. The Rwanda/Burundi regional emergency operation continued to dominate resourcing activities under the IEFR during 1995. Some 35 percent of total IEFR resources were directed to this single operation, which had monthly requirements of over 45,000 tons. A further 25 percent of IEFR resources were directed to the emergency operations in the former Yugoslavia and Angola, which were, respectively, the second and third largest after the Rwanda/Burundi regional operation.

Immediate Response Account (IRA)

83. In 1995, 10 donors contributed 17.7 million dollars to the IRA. During this period, 16 million dollars were used to procure and deliver over 29,000 tons of emergency food aid to WFP-assisted emergency operations in the Sudan, the Rwanda/Burundi region, Ghana, Uganda, Viet Nam, Algeria, Nepal, Ethiopia, Burkina Faso, Gaza/West Bank and Mozambique. Of that total, 11.8 million dollars were actually spent, the balance being recycled from funds recovered from donors on a revolving basis.
84. The availability of cash on a revolving basis through the IRA allows WFP to initiate timely local or regional purchases in the critical first phase of emergencies, pending confirmation of funds given by donors in response to appeals. The IRA has also proved important in facilitating the WFP response to smaller "hidden" emergencies, which receive less attention from the media, but nonetheless still involve human suffering. The CFA at its Fortieth Session endorsed the recommendation of the Formal Working Group on Resourcing and Long-Term Financing to increase the annual IRA target from 30 million to 35 million dollars to further enhance WFP's quick response capacity.

Protracted refugee operation (PRO) subset of the regular resources

85. Thirteen donors contributed some 548,726 tons of foodstuffs to the PRO subset, valued at 229.6 million dollars. This amount was comprised of 61.8 million dollars (27 percent) of in-kind commodities, 69.7 million dollars (30 percent) cash for purchase of commodities, and 98 million dollars (43 percent) cash for transport, logistics and support costs. The 1995 tonnage is lower than the 1994 amount of 788,155 tons for the following reasons: a) there were fewer donors to the PRO subset last year; and b) 1995 commodity markets, especially for cereals, suffered from extremely high and rising prices, thereby reducing the quantity of foodstuffs the Programme was able to obtain with the funds available. Of the total tonnage obtained, cereals and non-cereals represented 88 and 12 percent, respectively.
86. As a whole, WFP protracted operations were well resourced during 1995, but larger operations such as Liberia, Afghanistan, Ethiopia and Uganda did experience some shortfalls. (These four countries together represent approximately 65 percent of the PROs by tonnage.) However, towards the end of the year, a few donors made additional contributions totalling 8.3 million dollars, enabling the Programme to reinstate adequate food pipelines in these operations.



87. During 1995, cash contributions to the PROs for monitoring and logistics (field operational costs such as vehicles, staff, monitoring, and non-food items) continued to experience serious shortfalls. Operations such as Afghanistan, Ethiopia and Uganda had shortfalls of 25, 19 and 23 percent of total monitoring and logistic costs, respectively.

Special Emergency Operations (SEOs)

88. Nineteen donors contributed 73.7 million dollars in cash for various non-food needs of WFP emergency operations, such as airlifts and other special logistic operations, repair of infrastructure, staff costs, equipment and other essential non-food items, monitoring, management of the food pipeline, and the VAM project.

Continuing shortfall in up-front and untied contributions

89. As in previous years, most resources were made available by donors in response to specific appeals, as and when needs arose. Only some 140,000 tons, or less than 12 percent of the total, were made available to the IEFR in 1995 in advance and in an untied manner. Likewise, only two donors made advance contributions of about eight million dollars to the PRO subset. As noted in previous reports to WFP's governing body, the shortfall of advance and untied funds limits possibilities for faster local or regional purchases and leads to greater cost and delays in delivery of food to needy people.

Borrowing from DHA's Central Emergency Revolving Fund (CERF)

90. WFP continued to benefit from the CERF as a source of immediate funds to purchase and transport food before donor commitments become available. In 1995 WFP borrowed five million dollars from the CERF for its emergency operation in Rwanda. The loan has since been repaid.



BASIC DATA FOR ALL EMERGENCY OPERATIONS APPROVED BETWEEN 1 JANUARY AND 31 DECEMBER 1995

Item No.	Country, operation No. & type of emergency	Planned No. of beneficiaries	Planned duration (days)	Date of a) request b) approval c) signature LOU d) first distribution	Total commitment (tons)	Total food cost	a) Total transport-related costs* including: b) ITSH		Total cost to WFP
							('000 dollars)		
1	ANGOLA 5298 (Exp.2) Internally displaced and war-affected	1 345 000	240	a) 29.06.95 b) 28.07.95 c) n.a. d) n.a.	53 530	15 717.2	a) 15 604.7 b) 11 241.3	31 321.9	
2	ANGOLA 5688 Demobilization of soldiers	285 000	180	a) 29.06.95 b) 11.08.95 c) n.a. d) n.a.	15 762	3 716.3	a) 4 820.9 b) 3 310.0	8 639.2	
3	ARMENIA 5301 (Exp.1) Internally displaced vulnerable groups	350 000	365	a) 01.04.94 b) 03.02.95 c) n.a. d) 03.02.95	29 458	9 097.6	a) 7 352.1 b) 883.7	16 449.7	
4	AZERBAIJAN 5302 (Exp.1) Internally displaced vulnerable groups	447 000	385	a) 01.04.94 b) 03.02.95 c) n.a. d) 03.02.95	37 777	11 483.8	a) 9 733.0 b) 1 139.3	21 226.8	
5	ERITREA 5728 Returnees	100 000	365	a) 01.10.95 b) 20.12.95 c) n.a. d) n.a.	21 899	5 925.8	a) 3 223.6 b) 1 401.5	9 149.4	
6	ETHIOPIA 5935 Crop failure	700 000	395	a) 03.02.95 b) 13.05.95 c) 13.07.95 d) 03.07.95	87 200	12 058.5	a) 13 486.0 b) 3 930.4	26 747.5	
7	GAZA/WEST BANK 5685 Post-conflict rehabilitation	35 750	180	a) 17.11.94 b) 20.03.95 c) n.a. d) n.a.	1 835	537.9	a) 363.7 b) 118.3	901.8	

Continued ...

ANNEX I

WFP/EB.2/196/3

BASIC DATA FOR ALL EMERGENCY OPERATIONS APPROVED BETWEEN 1 JANUARY AND 31 DECEMBER 1995

Item No.	Country, operation No. & type of emergency	Planned No. of beneficiaries	Planned duration (days)	Date of a) request b) approval c) signature LOU d) first distribution	Total commitment (tons)	Total food cost	a) Total transport-related costs* including: b) ITSH		Total cost to WFP
								('000 dollars)	
8	GHANA 5245 (Exp.3) Togolese refugees	91 000	180	a) 27.06.95 b) 28.07.95 c) n.a. d) n.a.	4 505	1 602.2	a) 263.1 b) 184.7	1 865.3	
9	GHANA 5452 (Exp.1) Displaced persons	180 000	210	a) 23.01.95 b) 21.02.95 c) 21.04.95 d) 01.04.95	9 450	2 585.7	a) 588.8 b) 267.5	3 154.3	
10	IRAQ 5311 (Exp.3) Destitute and vulnerable persons, refugees	1 021 000	180	a) 17.02.95 b) 31.03.95 c) n.a. d) 31.03.95	63 073	18 745.5	a) 5 696.0 b) 443.5	24 441.5	
11	IRAQ 5311 (Exp.4) Vulnerable persons	2 151 000	90	a) 15.09.95 b) 21.12.95 c) n.a. d) n.a.	121 153	43 594.8	a) 18 142.0 b) 1 657.2	51 737.4	
12	KOREA, Democratic People's Republic 5710 Floods	500 000	90	a) 28.08.95 b) 06.10.95 c) 09.11.95 d) 01.12.95	20 925	6 648.8	a) 2 200.1 b)	8 848.9	
13	LAOS 5725 Floods	150 000	180	a) 07.11.95 b) 13.12.95 c) 11.01.96 d) 01.03.96	10 800	3 780.0	a) 320.4 b) 259.5	4 010.4	
14	LESOTHO 5640 Southern Africa drought	185 000	180	a) 15.04.95 b) 30.04.95 c) 24.08.95 d) 01.09.95	13 000	1 890.0	a) 2 033.8 b) 390.0	3 923.8	

Continued ...

BASIC DATA FOR ALL EMERGENCY OPERATIONS APPROVED BETWEEN 1 JANUARY AND 31 DECEMBER 1995

Item No.	Country, operation No. & type of emergency	Planned No. of beneficiaries	Planned duration (days)	Date of				Total commitment (tons)	Total food cost	a) Total transport-related costs* including:		Total cost to WFP
				a) request	b) approval	c) signature LOU	d) first distribution			b) ITSH	(800 dollars)	
15	MALAWI 5639 Southern Africa drought	370 000	180	a) 15.04.95 b) 30.04.95 c) 08.11.95 d) 10.11.95	28 095	4 246.7	a) 4 838.9 b) 618.1		9 085.6			
16	MOZAMBIQUE 5638 Southern Africa drought	300 000	385	a) 15.04.95 b) 30.04.95 c) 08.12.95 d) 01.07.95	55 345	7 425.7	a) 9 176.6 b) 6 097.9		17 101.3			
17	PHILIPPINES 5622 Natural disaster victims	100 000	60	a) 10.01.95 b) 08.02.95 c) 28.02.95 d) 08.08.95	2 580	804.0	a) 115.8 b)		919.8			
18	RUSSIAN FEDERATION 5669 Displaced persons	220 000	150	a) 18.12.94 b) 01.01.95 c) n.a. d) 09.08.95	6 272	1 983.6	a) 2 122.2 b) 198.2		4 108.7			
19	RWANDA 5624 Rwanda/Burundi regional	2 995 650	365	a) 15.01.95 b) 10.03.95 c) 10.07.95 d) 01.04.95	502 089	113 688.9	a) 168 661.5 b) 23 173.4		282 350.4			
20	SWAZILAND 5671 Southern Africa drought	40 000	240	a) 26.01.95 b) 07.02.95 c) 10.02.95 d) 01.04.95	16 886	2 372.4	a) 2 716.0 b) 349.6		6 088.4			
21	VIET NAM 5669 Ethnic Vietnamese from Cambodia	10 000	270	a) 24.03.95 b) 30.05.95 c) 07.07.95 d) 01.10.95	1 445	377.3	a) 18.1 b)		395.4			

Continued ...

BASIC DATA FOR ALL EMERGENCY OPERATIONS APPROVED BETWEEN 1 JANUARY AND 31 DECEMBER 1995

Item No.	Country, operation No. & type of emergency	Planned No. of beneficiaries	Planned duration (days)	Date of				Total commitment (tons)	Total food cost	a) Total transport-related costs* including:		Total cost to WFP
				a) request	b) approval	c) signature LOU	d) first distribution			b) ITSH	(000 dollars)	
22	FORMER YUGOSLAVIA 5142 (Exp.3) Refugee, internally displaced and war-affected	2 109 500	180	a) 31.05.95 b) 03.08.95 c) n.a. d) 03.08.95	142 099	58 604.8	a) 28 681.6 b) 8 810.1		87 286.4			
23	ZAMBIA 5637 Southern Africa drought	370 000	180	a) 15.04.95 b) 30.04.95 c) 15.05.95 d) 01.07.95	45 000	7 950.0	a) 11 801.3 b) 4 500.0		16 461.3			
Total		13 054 900			1 269 186	335 449.4	a) 312 292.6 b) 69 272.2		647 742.0			
Total estimated expenditure for operations approved as of 31 December 1995									647 742.0 dollars			
Total budget increases for operations approved before 1 January 1995									17 480.1 dollars			
Grand total of commitments against emergency operations as of 31 December 1995									665 192.1 dollars			

* Total transport-related costs can include costs for international transport, insurance and superintendence and in some cases a subsidy for internal transport, storage and handling (ITSH) costs.

**BASIC DATA FOR ALL PROTRACTED REFUGEE AND DISPLACED PERSON OPERATIONS APPROVED BETWEEN
1 JANUARY AND 31 DECEMBER 1995**

Item No.	Country, PRO/PDPO No. & title	Planned No. of beneficiaries	Planned duration (days)	Date of a) request b) approval c) signature LGU	Total commitment (tons)	Total food cost	a) Total transport-related costs* including: b) ITSH		Total cost to WFP
								('000 dollars)	
1	AFGHANISTAN 5086 (Exp.3) Rehabilitation	1 600 000	365	a) 09.05.95 b) 17.11.95 c) n.a.	180 000	40 885.0	a) 33 972.3 b) 9 000.0	74 857.3	
2	ALGERIA 4155 (Exp.5) Western Saharan refugees	80 000	285	a) 20.07.95 b) 01.08.95 c) n.a.	10 220	2 688.5	a) 2 046.1 b) 1 393.2	4 734.0	
3	ANGOLA 5602 Conflict victims	1 300 000	540	a) 29.06.95 b) 17.11.95 c) n.a.	90 720	23 561.5	a) 25 673.0 b) 17 690.4	49 234.5	
4	BURKINA FASO 5702 Tiersing refugees	35 000	365	a) 19.07.95 b) 25.08.95 c) n.a.	6 044	1 745.1	a) 622.6 b) 382.5	3 677.6	
5	CAMBODIA 5483 (Exp.1) Rehabilitation	190 000	180	a) 01.02.95 b) 17.07.95 c) 10.09.95	9 600	2 850.0	a) 1 319.1 b) 674.5	4 169.1	
6	CAMBODIA 5483 (Exp.2) Rehabilitation	1 600 000	365	a) 17.08.95 b) 17.11.95 c) n.a.	32 800	14 792.5	a) 4 929.0 b) 1 480.8	19 421.5	
7	DJIBOUTI 4960 (Exp.1) Ethiopian and Somali refugees	30 000	365	a) n.a. b) 26.01.95 c) 25.07.95	4 272	1 578.8	a) 1 133.0 b) 286.2	2 711.8	

Continued .../..

**BASIC DATA FOR ALL PROTRACTED REFUGEE AND DISPLACED PERSON OPERATIONS APPROVED BETWEEN
1 JANUARY AND 31 DECEMBER 1995**

Item No.	Country, PRO/PDPO No. & title	Planned No. of beneficiaries	Planned duration (days)	Date of			Total commitment (tons)	Total food cost	a) Total transport-related costs* including:		Total cost to WFP
				a) request	b) approval	c) signature LOU			b) ITSH	(000 dollars)	
9	IRAN 4268 (Exp.6) Afghan refugees	622 000	365	a) 19.07.95 b) 17.11.95 c) n.a.	923	300.6	a) 216.4 b) -	617.3			
10	KENYA 4961 (Exp.2) Somali, Ethiopian and Sudanese refugees	230 000	540	a) 26.01.95 b) 26.05.95 c) 21.07.95	61 717	16 454.7	a) 14 447.1 b) 8 640.4	30 901.8			
11	LIBERIA 4604 (Exp.4) Regional	2 586 000	365	a) n.a. b) 24.06.95 c) n.a.	212 618	55 710.6	a) 41 681.3 b) 19 348.7	67 671.9			
12	MAURITANIA 5413 (Exp.1) Malian refugees	80 000	300	a) 29.11.94 b) 26.01.95 c) n.a.	11 388	3 495.0	a) 2 726.2 b) 1 992.9	6 221.2			
13	NEPAL 5524 (Exp.1) Bhutanese refugees	90 000	750	a) 26.06.95 b) 17.11.95 c) 14.02.95	40 823	12 920.2	a) 2 467.4 b) 403.2	16 387.6			
14	PAKISTAN 4256 (Exp.6) Afghan refugees	337 386	365	a) 09.05.95 b) 17.11.95 c) n.a.	12 500	4 325.0	a) 808.0 b) -	5 133.0			

Continued ...

**BASIC DATA FOR ALL PROTRACTED REFUGEE AND DISPLACED PERSON OPERATIONS APPROVED BETWEEN
1 JANUARY AND 31 DECEMBER 1995**

Item No.	Country, PRO/PDPO No. & title	Planned No. of beneficiaries	Planned duration (days)	Date of a) request b) approval c) signature LOU	Total commitment (tons)	Total food cost	a) Total transport-related costs* including: b) ITSH		Total cost to WFP
							('000 dollars)		
15	SENEGAL 4271 (Exp.3) Mauritanian refugees	50 000	365	a) 19.10.94 b) 13.01.95 c) n.a.	9 705	1 988.2	a) 1 548.1 b) 873.4	3 536.3	
16	SRI LANKA 5248 (Exp.2) Displaced persons	55 000	365	a) 19.10.94 b) 17.11.95 c) 15.12.95	9 436	2 786.7	a) 460.0 b) 1 120.0	3 258.7	
17	SUDAN 4168 (Exp.4) Ethiopian and Eritrean refugees	200 000	540	a) 09.12.94 b) 17.11.95 c) n.a.	45 941	11 118.1	a) 8 132.7 b) 3 124.0	19 250.8	
18	UGANDA 5823 Buhindye, Zaria and Ivorian refugees	320 000	540	a) 16.10.94 b) 26.01.95 c) n.a.	97 120	20 013.3	a) 17 684.5 b) 9 909.1	37 697.3	
19	ZAMBIA 5428 (Exp.1) Refugees from Angola and Zaire	12 500	365	a) 27.01.95 b) 10.06.95 c) n.a.	1 728	348.6	a) 292.0 b) 155.5	640.6	
Total		9 544 736			951 234	239 077.9	a) 186 251.8 b) 81 371.7	425 329.7	
Budget increases for PRO/PDPOs approved before 1 January 1995					51 335			18 622.3	
Grand total					1 002 569			443 952.0	

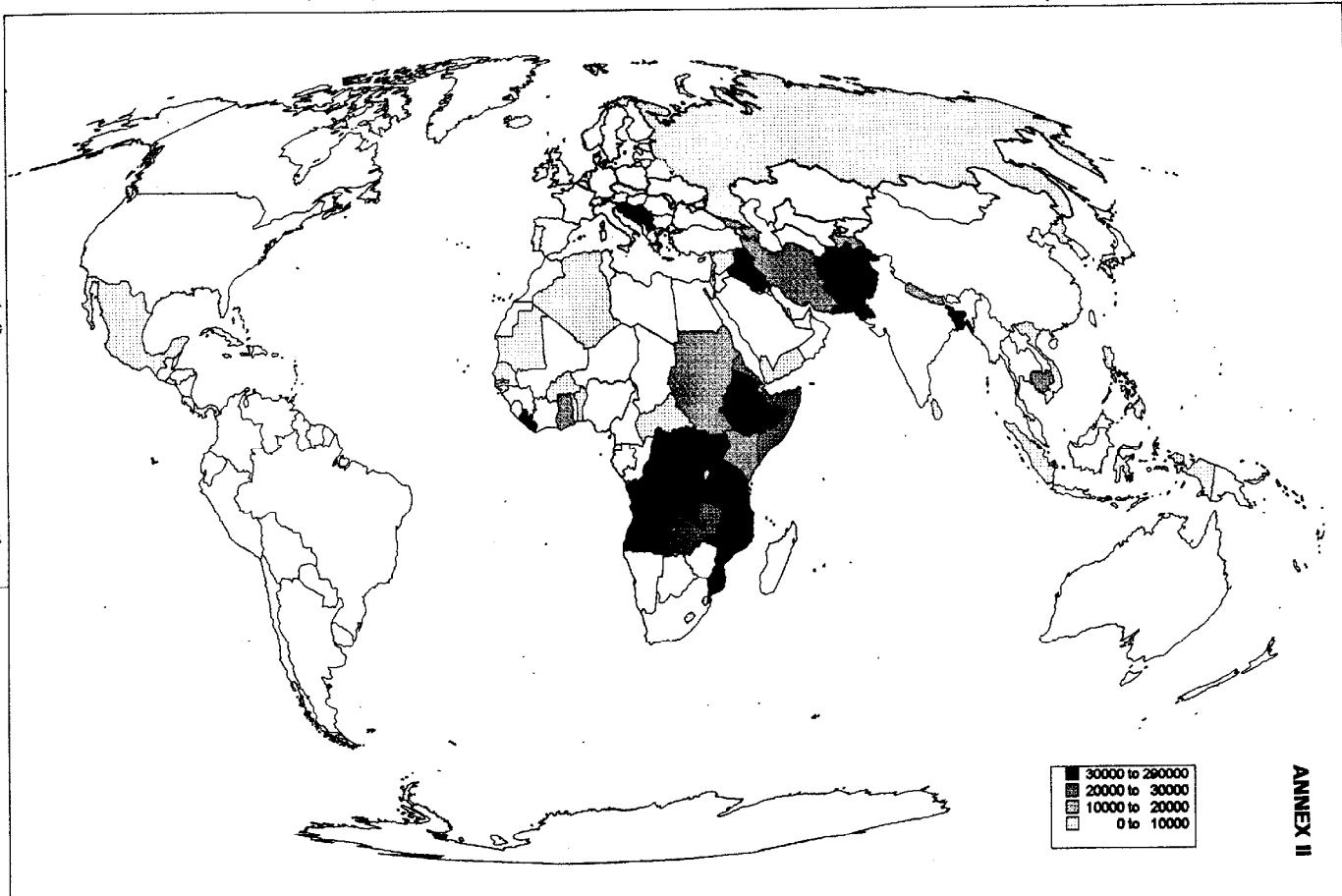
* Total transport-related costs can include costs for internal transport, insurance and superintendence and in some cases a subsidy for internal transport, storage and handling (ITSH) costs, as well as monitoring and logistic support costs.

WFP DELIVERIES FOR EMERGENCY AND PROTRACTED OPERATIONS IN 1995 (TONS)



PAM — Emergency operations

WFP/EB.2/96/3



The boundary lines shown on this map do not imply WFP endorsement or acceptance by the United Nations

WFP/PE VAM unit 05.03.96

ANNEX II

