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PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8



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PROJECT UGANDA 5623.01

Assistance to Sudanese refugees in Uganda

WFP food cost	11 884 914 dollars
Total cost to WFP	28 786 344 dollars
Total cost	43 260 432 dollars
Number of beneficiaries	165 000
Duration	Eighteen months (1 April 1998 to 30 September 1999)

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

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NOTE TO THE EXECUTIVE BOARD

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

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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BACKGROUND AND RATIONALE FOR PROVIDING ASSISTANCE

1. For almost a decade Uganda has provided asylum to refugees from the lingering civil war in neighbouring Sudan. Since their main exodus in 1988, Sudanese refugees have received food assistance under a number of WFP emergency and protracted refugee operations. Relief is currently provided under project Uganda 5623.00 “Assistance to Sudanese, Zairian and Rwandese refugees in Uganda,” at a cost to WFP of 37.7 million dollars over a period of 18 months. In 1994 there were some 280,000 refugees registered in Uganda. About 35,000 Zairian and Rwandese refugees have either repatriated or been incorporated under the Great Lakes Regional emergency operation (EMOP) 5624, and close to 60,000 Sudanese refugees have returned to Sudan. Approximately 185,000 Sudanese refugees remain in Uganda; of these, about 165,000 will need food assistance under the proposed expansion to the protracted refugee and displaced person project (PRO).
2. The Sudanese refugees are located in transit camps and settlements in five districts in northern Uganda, Arua, Moyo, Adjumani, Kitgum and Masindi. Until mid-1997, security conditions along access routes were unpredictable as a result of attacks by armed groups. WFP lost several drivers and their trucks in ambushes. There were numerous land-mine and shooting incidents which considerably hindered the movement of WFP convoys. Deliveries were further affected when several suppliers defaulted on their contracts, a result of the drought and the consequent reduced availability of local produce. WFP had to revert to imports to keep the pipeline full. Meanwhile, the refugees’ scope to achieve food self-sufficiency was damaged by rebel attacks on settlements, which brought about massacres, abductions and looting and forced 30 to 40,000 refugees to abandon their land between March and April 1997.
3. Recent events in the Democratic Republic of Congo (DRC) and southern Sudan, coupled with the dislodgment of rebel groups by the Ugandan army, have largely restored security in northwestern Uganda, enabling the Sudanese refugees and Ugandan host population to reconstruct their lives. Since June 1997, WFP convoys have been able to deliver food assistance unimpeded by security concerns, the exception being one non-fatal land-mine incident in early October 1997. Efforts by UNHCR to resettle refugees in Rhino Camp and other areas more distant from the border have also contributed to the overall security of the refugee population.
4. About 60,000 refugees returned to Sudan in early 1997. However, movements have since stopped and there are reports that some of the returnees have come back to seek refuge in Uganda once again. Two durable solutions remain feasible during the expansion phase. In the event of stabilization of southern Sudan, through an enforced or negotiated peace, as many as 100,000 or more refugees may return to their homeland, which is their stated intention. The remaining 85,000 will be encouraged to achieve food self-sufficiency within Uganda through a gradual phasing down of WFP food assistance.
5. Prospects for peace in southern Sudan remain unpredictable; therefore, the June 1997 WFP/UNHCR joint food assessment mission (JFAM) agreed on a planning figure of 190,000 persons for the proposed expansion of the PRO. This included a 10 percent contingency to allow for unforeseen circumstances. However, since during this expansion phase it is proposed to phase down general food distribution, the planning figure of 165,000 is maintained for food aid purposes and a buffer stock will be built up from the reduction in rations rather than adding food to the overall project basket.



GOVERNMENT POLICY/ACTIONS

6. As a signatory to the Refugee Convention, and in reciprocation for the treatment of Ugandan refugees in DRC and Sudan, the Government of Uganda has recognized its responsibility of tending to the refugees' basic needs. It has continued to identify agricultural land and to resettle the Sudanese in more secure areas. Particular emphasis has been placed on the allocation of land to widows or separated refugee women and to households headed by women. In the case of polygamous families, plots have been allocated separately to each wife, according to the number of women and children in the household. This is in pursuit of the Government's Gender Policy (under the Ministry of Gender and Community Development), and a reflection of the Government's efforts to render the refugees self-sufficient.
7. Despite the Government's open-door policy, the economic situation facing Uganda prevents it from bearing entirely the refugees' subsistence costs. The Government has therefore appealed to WFP to supply food assistance and landside transport, storage and handling (LTSH) subsidies for a further period of 18 months after the end of the current PRO.

DEVELOPMENT CONSIDERATIONS

8. There are limited opportunities for increasing off-farm income. The settlements are remote from markets. Transport to and from markets is either too scarce or unaffordable for daily access, and many of the refugees lack marketable skills. Those who have benefited from vocational training represent a minority. While NGOs are now reactivating their training programmes in an environment of improved security, the programmes remain at an early stage of development and there has been insufficient market research to determine the demand for refugee-produced goods.
9. The major sources of off-farm income are collection of firewood and hired labour. However, firewood collection is not sustainable for environmental reasons. Moreover, the availability of firewood is temporary, as it is more a result of resettlement and land clearing than of actual abundance of forest resources. Hiring out labour benefits only larger families with a labour surplus. A Save the Children Fund (SCF-UK) survey estimates that 20-30 percent of families are headed by single parents with a high dependency ratio who are unable to cultivate their land and be hired for their labour simultaneously. While these families will be the target of income-generating activities, the majority will benefit from settlement activities and programmes aimed at increasing agricultural production which will continue to be the mainstay of the refugee economy. WFP can best support this aim by providing food aid when refugees first settle and start to farm and then phasing out food rations as and when appropriate.



OBJECTIVES OF WFP ASSISTANCE

10. The objectives will be to:

- a) maintain or improve, where needed, the health and nutritional status of refugees who are not self-sufficient, with special attention to women, children and other groups at high risk;
- b) provide refugees with access to a complete diet until they can be settled on adequate and secure land or be repatriated;
- c) support, on an ad hoc basis, NGOs working with refugees, by supplying food commodities for small food-for-work schemes; and
- d) support the settlement process by providing food during the period of land clearance and the first few cropping seasons.

BENEFICIARIES

11. There are considerable differences in the refugee groups, and in the options available for expanding food production and incomes. Determining factors include the quality and acreage of land provided, general security, availability of surplus labour, family dependency ratios, market access, the breadth and quality of NGO training and extension services in any one settlement, and the availability of seeds and other agricultural inputs. Security and access to land represent the major barriers to self-sufficiency; both factors are conditioned by the area or settlement in which refugees reside.

12. **Arua District.** This group, comprised mainly of *Kakwa*, *Dinka* and *Kuku*, previously numbered about 111,000 and primarily resided in two settlements, Ikafe and Rhino Camp (80,000) and in the Koboko transit camps (31,000). During the month of February 1997, a wave of insecurity, coupled with Sudan People's Liberation Army (SPLA) advances in southern Sudan triggered the March 1997 exodus back to Sudan. The number of refugees decreased from over 110,000 in February to about 55,000 by the end of April 1997. The planning figure for Arua stands at 55,000, since most of the refugees are recently settled, just starting their farms, and will be dependent on food aid for at least another year or more. **In need of food aid: 55,000.**

13. **Moyo District:** This group, numbering about 46,000 and comprised mainly of *Kuku* and *Madi*, reside in settlements. However, approximately 36,000 have been settled only within the last year; of these, about 21,000 were settled over the past few months. As long as security holds, prospects for food self-sufficiency through agriculture are good, but for the immediate future this group is included in full in the overall number of beneficiaries. **In need of food aid: 46,000.**

14. **Adjumani District:** This group, numbering about 55,000, belong mainly to the *Madi*, *Kuku* and *Dinka* tribes. About 4,000 refugees live in the Mireyi transit centre. This should be closed in early 1998 and the inhabitants settled on agricultural land. They will require food aid until they attain self-reliance. The remaining 51,000 live on settlements. Approximately 3,000 refugees in four settlements have been phased out of food assistance; they are self-reliant and do not require food aid. The balance of 48,000 persons live in over 30 settlements, and are at different stages of food production and self-sufficiency. Of these, about 7,000 should be phased out over the next few months. This leaves 41,000 settled



refugees still needing food aid. Some of the settlements have poor or insufficient land and their inhabitants will have to be resettled elsewhere. **In need of food aid: 45,000, including 4,000 in transit centres and 41,000 in settlements.**

15. **Kitgum District:** The refugees, numbering some 18,000, mainly of the *Acholi* tribe, live in the Acholpii transit camp located 75 kilometers south of Kitgum town. As all the refugees are currently in a transit camp, food assistance will be needed until they are settled on agricultural land in a secure area. In June 1997, the Government announced that it had allocated 150 square kilometres of agricultural land with a carrying capacity of 10,000 people. However, settlement has not materialized; this was due to rebel attacks which resulted in the internal displacement of both refugees and nationals, including 246,000 internally displaced persons (IDPs) assisted under EMOP 5816. **In need of food aid: 18,000.**
16. **Masindi District:** Belonging mainly to the *Acholi* tribe, the refugees number about 10,000 and live on settlements around Kiryandongo. Of these, 5,500 have been settled and removed from beneficiary lists, while another 3,500 are to receive half rations until the end of 1997. The remaining 1,000 have been allocated plots and will receive food rations until they are gradually phased out. **In need of food aid: 1,000.**
17. A census was conducted by WFP and UNHCR at the end of October 1997 to verify the details of beneficiaries. Registers will be compiled using the census results. Further verifications will be conducted and registers updated regularly including data, *inter alia*, on age groups and gender.

NON-FOOD INPUTS

18. Newly settled and displaced refugees continue to receive cooking utensils, hand soap, blankets, jerry cans, plastic sheeting and other non-food items from UNHCR to cover their immediate needs. When allocated parcels of land, the refugees also receive seeds, machetes, hoes and sickles for land tilling and cultivation from UNHCR and NGOs. The June 1997 JFAM noted with concern the irregular or untimely supply of agricultural inputs in relation to the cropping season and the poor quality of some items. This was attributable to budgetary constraints.
19. Milling services are available to refugees at varying degrees of adequacy and costs. These range from readily-available, commercially-operated services at competitive rates to free service facilities operated by NGOs. The provision of mills by WFP was found unsustainable because of management, maintenance and cost-recovery problems. The JFAM recommended that the private sector should be encouraged to cover milling costs, as this was deemed to be the most sustainable solution.
20. Notwithstanding the provision of land, the success of WFP's strategy to phase out food assistance in favour of food production and self-sufficiency will be dependent upon a simultaneous phasing in and qualitative improvement in the tools and extension services required to achieve this objective.



MODE OF IMPLEMENTATION

21. Basic working arrangements outlined in the WFP/UNHCR Memorandum of Understanding will continue to be followed within this PRO. WFP will arrange the delivery of food supplies up to the extended delivery points (EDPs) at Acholpi, Palorinya, Rhino Camp, Pakelle, Ikafe and Mvepi.
22. As of February 1997, WFP handed over the management of EDPs to four NGOs, including Action Africa Hilfe (AAH) in Palorinya, Lutheran World Federation (LWF) in Pakelle, German Development Service (DED) in Rhino Camp, and Associazione Volontari per il Servizio Internazionale (AVSI) in Acholpi. These agencies have well established management structures in the area; they have delivery capacity and are familiar with food aid distribution, and with WFP policy and procedures governing the same. Whereas UNHCR is responsible for final distribution arrangements through these same NGOs, WFP upholds its final reporting responsibilities to donors through signed agreements with NGOs that oblige them to provide WFP with timely and accurate distribution reports.
23. The internal transport, storage and handling (ITSH) subsidy for PRO 5623 was revised as a result of the EDP transfer, and on the basis of actual costs incurred in the previous phase.
24. WFP and UNHCR will be responsible for jointly conducting regular censuses, crop and food needs assessments, household economy surveys, and vulnerability analyses, on a cost-sharing basis, and in collaboration with the Refugee Department of the Ministry of Local Government. At both the headquarters and country office level, WFP will mobilize, monitor and coordinate food aid deliveries for the operation, while UNHCR will take similar action concerning non-food components. Regular joint appeals will be made locally by the two organizations according to resource levels, and the two will continue to undertake joint fact-finding missions with donors and to make joint presentations at the fortnightly donor meetings in Kampala.
25. In line with WFP-Uganda's Gender Action Plan, the country office has adopted a number of measures to ensure that gender-related issues receive due attention in this PRO and other operations. The United Nations Volunteers (UNVs) and food aid monitors, in collaboration with the refugee women's associations, continue to promote the involvement of women in food management. A female WFP officer has been assigned as the focal point for gender issues, and staff positions in WFP offices in Arua and Pakelle (including the Head of the Sub-Office for Arua) are occupied predominantly by women. WFP principles regarding the role of women in food management and distribution are supported by its implementing partners, and will be further embodied in the letters of understanding (LOUs) signed with NGOs.

FOOD AID STRATEGY

26. The refugees who are most destitute and consequently dependent upon food aid are: those in transit centres; those recently displaced and forced to abandon their plots; those who have been recently resettled; single-headed families with very young dependents, the handicapped and elderly; and families with two or more able-bodied adults but with high dependency ratios and no marketable skills. These groups are targeted for income-generating activities, credit schemes, vocational training and other NGO/UNHCR - initiated activities. The criteria for food assistance are determined by regular crop surveys



on area and yields, household economy surveys, and in the case of supplementary and therapeutic feeding, by referral from medical units and mother and child health (MCH) clinics.

27. The strategy will aim to effect a transition from care and maintenance feeding to food self-sufficiency, while supporting voluntary repatriation. Initially, this will be accomplished by transferring refugees, including those recently displaced, from transit centres to settlements where they will receive farm plots and a full ration until their first successful harvest. The cereal ration will subsequently be reduced by 20 percent in order to send a signal and encourage food production. Further levels of food rations will be determined through crop and household economy surveys.
28. Sensitization campaigns are planned in order to prepare refugees for the impending reductions and to inculcate the need to achieve self-sufficiency through agriculture. The need for self-sufficiency in seed conservation and appropriate agricultural practices (mulching, composting, crop rotation, etc.) will also be stressed in the sensitization programme and through ongoing agricultural extension services.
29. Once settled and food self-sufficient, the refugees could be integrated into ongoing development programmes in northern Uganda. Further assistance that they may require could be provided through these programmes.

PERFORMANCE MONITORING

30. Monitoring will permit WFP to verify that food reaches intended beneficiaries at the appropriate time and location, and that the PRO achieves its objectives, as indicated in paragraph 10.
31. The census conducted by UNHCR and WFP in October 1997 will provide general information on the sex, age, location and family status of target groups. This information will be updated on an annual basis or following major population movements resulting from repatriation, transfer and displacement. WFP implementing partners will continue to be responsible for maintaining data on, *inter alia*, the quantity of food delivered, target population reached, project outputs and the number of women involved in food management. Data collection and reporting responsibilities of each agency, including the prescribed formats, methodologies and reporting schedules, will be embodied in the LOUs to be signed with implementing partners.
32. Revised food ration scales and the phasing down of general food distribution (GFD) will be determined on the basis of regular UNHCR/WFP crop assessments and household food economy assessments undertaken by SCF-UK. The lack of nutritional data will be compensated by contracting Action Contre la Faim (ACF) to undertake quarterly surveys.



33. The following data elements and indicators are considered relevant, reliable, measurable, and cost-effective to maintain throughout the duration of the PRO:

PERFORMANCE MONITORING INDICATORS

General information

Number of refugees by age/sex
 Number of refugees resettled/repatriated
 Percentage of households headed by women

Food availability and coping capacity

Quantity and price of marketed food
 Daily food consumption (kcal/day)
 Wood/charcoal sales
 Percentage of food ration consumed/sold
 Area placed under cultivation per household
 Percentage of change in yields per sq. metre/hectare

Food interventions

Quantity/type of food delivered
 Quantity/type of food distributed
 Quantity/type of food lost and cause of loss
 Quantity/type of food available in stocks
 Frequency of deliveries/distributions
 Percentage of target population reached in GFD and supplementary feeding programmes (SFPs)
 Food received from other sources
 Percentage of change in post-c.i.f. losses
 Percentage of women with control over food aid

Supplementary/Therapeutic/MCH

Percentage of persons attending SFP/pre and post-natal care centres
 Incidence of low-birth-weight children
 Children discharged with weight gain
 Mortality rate, and cause of death
 Prevalence of malnutrition

NUTRITIONAL CONSIDERATIONS AND FOOD BASKET

34. The June 1997 JFAM noted that the general ration provided the minimum required calories, protein and fat per day, when given as a full ration. The sale of vegetable oil on the open market provides a rationale for reducing the oil ration from 25 to 20 grams. The availability of sugar beet, mangos, bananas and other fruits and condiments from family gardens and local markets no longer justifies the inclusion of sugar in the basic ration. Both these reductions are in line with the policy of a gradual phasing out of general food aid to the refugee population.
35. It is important to note that the gradual but steady phasing out of GFD will be coupled with a safety net mechanism. As humanitarian food aid is phased down or out, a system for identifying, targeting and monitoring groups at risk will be developed and implemented. Families and/or individuals that are found to be at risk will be assisted through a targeted feeding programme, even if the settlement where they live has been weaned off food aid. Targeting through health, nutritional or feeding centres, using standard malnutrition indicators, is one method, but this relies on the presence of problems rather than on their prevention. It is considered better to target the needy through the community, with advocacy for the vulnerable undertaken through a combination of social workers, teachers, priests and elders. These key partners would be best placed to know which families or individuals are deemed to be at risk. A certain degree of flexibility will need to be afforded to implementing partners, who will have to continually monitor and update their



distribution lists. The success of the system will rely heavily on monitoring of the target group in order to ensure that they are receiving adequate support.

36. The proposed daily ration scales are as follows:

PROPOSED DAILY RATIONS (grams)			
Commodity	Basic ration	Supplementary feeding	Therapeutic feeding
Cereals	450		
Pulses	60		
Vegetable oil	20	20	60
Salt	5		
Sugar	-	20	50
Blended food		200	100
Enriched dried skim milk	-	-	80
Total grams	535	240	290
Total kilograms	1 955	1 015	1 400

37. The total food requirement for the 18 months is 51,099 tons, with the breakdown as shown in the table below. The planning figure of 165,000 persons is used to calculate the needs for the basic ration. Supplementary and therapeutic feeding requirements are based on an estimated 10 percent and five percent of the population, respectively.

COMMODITY REQUIREMENTS (tons)			
Commodity	Basic ration	Supplementary feeding	Therapeutic feeding
Cereals	40 095		
Pulses	5 346		
Vegetable oil	1 782	178	267
Salt	446		
Sugar	-	178	223
Blended food	-	1 782	446
Enriched dried skim milk	-	-	356
Total	47 669	2 138	1 292

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

38. The PRO is recommended for approval by the Executive Board. Subject to resource availability, 51,099 tons of food aid at a budgeted cost of 28,786,344 dollars would be provided to 165,000 Sudanese refugees in northern and north western Uganda over a period of 18 months, effective 1 April 1998. Details on costs are provided in the annexes.



ANNEX I

PROJECT COST BREAKDOWN

	Quantity (tons)	Average cost per ton	Value (dollars)
Direct operational costs			
Commodities ¹			
- Maize/Sorghum	40 095	144	5 773 680
- Pulses	5 346	475	2 539 350
- Vegetable oil	2 227	848	1 888 496
- CSB	2 228	352	784 256
- Salt	446	210	93 660
- Sugar	401	400	160 400
- DSM (enriched)	356	1 812	645 072
Total commodities	51 099		11 884 914
External transport	51 099	114	5 825 286
LTSH	51 099	157	8 022 543
Subtotal direct operational costs			25 732 743
A. Direct support costs (see Annex II for details)			1 145 263
Subtotal direct costs			26 878 006
B. Indirect support costs (7.1percent of total direct costs)			1 908 338
Total A + B			28 786 344
Government costs			1 270 000
UNHCR			8 704 088
NGOs/Other donors			4 500 000
Subtotal others			14 474 088
Total			43 260 432

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 COSTS (dollars)****Staff costs**

International	373 800
UN volunteers	79 800
National professional officers	56 250
International consultants & SSA	0
Local staff and temporaries	123 413
Subtotal	633 263

Technical support services

Food economy surveys	45 000
Advocacy	10 000
Project evaluation	30 000
Subtotal	85 000

Travel and DSA

International	20 000
In-country	30 000
Subtotal	50 000

Office expenses

Rental of facility	30 000
Utilities	15 000
Communications	10 000
Office supplies	15 000
Equipment repair and maintenance	20 000
Vehicle running and maintenance	105 000
Subtotal	195 000

Equipment

Communication equipment	30 000
Vehicles	90 000
Computer equipment	40 000
Ballistic blankets	22 000
Subtotal	182 000

TOTAL DIRECT SUPPORT COSTS	1 145 263
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