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de Alimentos

**Executive Board
Third Regular Session**

Rome, 19 - 22 October 1998

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

PROTRACTED RELIEF AND RECOVERY OPERATION NEPAL 5324.03

Food Assistance to Bhutanese refugees in Nepal

Food cost to WFP	5,408,500 dollars
Total cost to WFP	6,264,729 dollars
Total cost to others	4,383,420 dollars
Total cost	10,648,149 dollars
Number of beneficiaries	94,500

All monetary values are expressed in United States dollars, unless otherwise stated.
One United States dollar equalled 67.6 Nepalese rupees in August 1998.

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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. Refugees from Bhutan began entering Nepal in late 1990, with a peak in their influx during the first half of 1992 when up to 1,000 persons a day crossed the border. By July 1993, it was estimated there were over 84,000 Bhutanese refugees in eastern Nepal. The rate of new arrivals from Bhutan has steadily decreased since then, with the introduction of His Majesty's Government of Nepal's screening centre in Kakarvitta on the border between Nepal and India. Newly accepted refugees in the camps have dropped to insignificant numbers since 1996 while a natural increase has taken place in the refugee camp population owing to an average growth rate of two percent. At the end of March 1998, there was a total number of 94,200 registered refugees in the seven camps in Jhapa and Morang districts of eastern Nepal.
2. The asylum seekers were mostly ethnic Nepalese from the southern plains of Bhutan. Interviews conducted by the Government and UNHCR indicated that most had fled their home country out of fear of harsh treatment. This was in response to Bhutanese enforcement of new citizenship and immigration laws, basically the Citizenship Act of 1985 and the "One nation, one people" policy of cultural assimilation of 1988.
3. After seven rounds of ministerial-level talks between the two countries, bilateral negotiations reached a stalemate during 1997. The new Nepalese Government, sworn in in April 1998, has expressed an intention to re-open official discussions with Bhutanese counterparts.
4. However, as of May 1998, an early solution to the Bhutanese refugee problem was not apparent, given the absence of progress for the return of the refugees to Bhutan and the fact that the host Government still maintained its policy of non-integration of the refugees in Nepal.
5. In January 1992 WFP took responsibility for providing the refugees' main food requirements. Through a series of five emergencies and two protracted refugee operations (PROs), totalling 37.8 million dollars up to December 1997 (PRO 5324.01), a total of 100,712 tons of food commodities had been distributed. The current phase (PRO 5324.02), from January to December 1998 at a cost of 7.8 million dollars. involves the provision of an additional 19,381 tons of food. Therefore, the total value of WFP assistance provided from 1992-98 will be about 45.7 million dollars. The assistance provided by UNHCR for the same period for protection, care and maintenance services totals 29.6 million dollars. WFP supplies the basic food needs of rice, pulses, vegetable oil, sugar, salt and blended food and supplementary feeding (i.e., blended food, oil and sugar), while UNHCR supplies fresh vegetables for general distribution and dried skim milk (DSM) for supplementary feeding. The daily per capita ration of rice was reduced from 450 grams to 430 in 1993 and then to 410 grams in 1998.
6. The joint WFP/UNHCR assessment mission, which visited Nepal from 24 April to 6 May 1998, concluded that there had been little significant change in the overall situation of the refugees since the previous joint assessment and the Save the Children Fund (SCF)-UK household survey conducted in May 1997. The health and nutritional status of the refugee population continued to be generally satisfactory and all the indicators showed continued improvement. However, there are an estimated 3,500-3,600 vulnerable people (of whom 91 percent are expectant and nursing mothers, 7.5 percent malnourished children and 1.5 percent elderly sick and tuberculosis patients) who continue to need extra



nutritional support through supplementary feeding. The food, non-food items and essential services were adequate and had been supplied in a timely fashion. The development of self-reliance since 1997 was difficult to quantify, but a larger economic interaction was evident.

7. Taking into account the lack of prospects for repatriation as well as the current nutritional and overall situation of the refugees in the camps and their degree of self-reliance, the joint mission recommended providing food and non-food assistance for a further year January to December 1999.

GOVERNMENT POLICY/ACTIONS

8. Since the arrival of the first refugees in Nepal, the Government has maintained an open-door policy providing asylum and initially allowing voluntary settlements into organized camps with support from international aid agencies and NGOs.
9. In 1992 the Ministry of Home Affairs (MOHA), which is responsible for the administration of the camps, established a "National Unit for the Coordination of Refugee Affairs" (NUCRA) which is chaired by the Joint Secretary. A "Refugee Coordination Unit" (RCU) was established in Jhapa district; it is chaired by the Chief District Officer. These Units are responsible for inter-agency and interministerial coordination, site selection, screening and registration of refugees, and law and order. This is carried out through a camp supervisor and a police check-post, which are permanently stationed in each camp.
10. The Government has made a counterpart contribution totalling some 300,000 dollars to WFP for the most recent phases of the PRO 5324 from 1996 to the end of 1998. The funds were for complementing local procurement of food commodities. The Government announced a further contribution of 100,000 dollars for 1999. Additionally, the Government grants WFP exemption on taxes and duties for the food commodities purchased locally or imported through the port of Calcutta.
11. The Government has a policy of non-integration of the refugees aimed at compelling the refugees to reside in the established camps and not engage in any agricultural or income-earning activity which is likely to have negative effects on the local economy and labour markets.

Environmental issues

12. The Ministry of Forest and Soil Conservation implements activities aimed at environmental protection and rehabilitation of forest areas affected by the refugee settlements. The regular distribution by UNHCR of kerosene as cooking fuel instead of firewood is believed to have helped in minimizing the environmental impact of the refugee presence on the surrounding forests. In 1994, at the request of the Government, UNHCR undertook a number of small-scale projects aimed at reforestation, road rehabilitation, flood protection, and local health service improvements. These were part of the "Refugee-Affected Area Rehabilitation Programme" (RARP); they have benefited the local population directly as well as improved the local infrastructure and the environment.



DEVELOPMENT CONSIDERATIONS

13. The joint assessment mission noted that considerable interaction existed between the refugees and the local population, and that this interaction was generally harmonious and appeared to be mutually beneficial. Reports indicated that many refugees (although exact numbers could not be determined) obtained short-term or seasonal employment in building and road construction work, as farm labourers during the harvest season, and in stone chipping for local contractors, etc. Some educated refugees appeared to be finding employment outside the camps; for instance, teachers trained in the CARITAS programme have been employed by local private schools.
14. The degree of “self-reliance” and extent to which the refugees were able to supplement their needs were difficult to determine. This was mainly due to the official government policy of refugee non-integration interpreted through strict “camp rules” stipulating that the refugees could not engage in any trade or business outside the camps. Violation of these rules would lead to the suspension of an individual’s food ration. These rules could also be invoked at any stage even for activities within the camps that were deemed to have a negative impact on the external economy. This discouraged admission to economic activity or access to the local economy and put the refugees in a very vulnerable position.
15. Under these circumstances, the joint mission stressed the need for a more enabling environment for the refugees to pursue a greater degree of self-reliance. This widespread social concern applies especially to the growing frustration of the large mass of youth in the camps with no prospects for an active life after having moved out of the educational system.
16. Using funds generated from the sale of empty containers and sacks, WFP has been promoting the development of opportunities for income earning among the refugees. This has involved assistance in the development of small-scale enterprises such as support to the Refugee Women’s Forum (RWF) in chalk production, assistance to 200 of the most vulnerable families in the development of backyard poultry farming, assistance in the development of cloth production, and the provision of small loans through RWF to individuals for income-earning activities such as spice production, small furniture production, etc. In addition, together with CARITAS, WFP support is being provided for training. Two vocational centres have been established outside the camps in the towns of Damak and Birtamod to provide training in welding, vehicle repair, servicing of electronic goods, and household electrical wiring. The programme targets the young who have left school (about 224 in 1998), and covers 75 percent refugees and 25 percent locals. The local youths are selected from the poorer families in the area. The courses involve apprenticing the trainees in local workshops in the towns, together with technical training.
17. In coordination with UNHCR and the Home Ministry, WFP will continue to promote these developments which are aimed at encouraging further self-reliance among the refugees. With the development of a more enabling environment in which the refugees are permitted to supplement their needs outside the camps, there is some potential for extending these activities. In this regard, the joint mission recommended promoting the development of vegetable gardens and of agro-forestry activities in the forest areas surrounding the camps so that the refugees could supplement their diet with more fresh vegetables and fruits.



OBJECTIVES OF WFP ASSISTANCE

18. The objectives of WFP assistance are to:
- a) ensure regular access to a basic food ration for all the refugees registered in the seven camps in eastern Nepal through a general distribution system;
 - b) improve the nutritional and health status of malnourished children, expectant and nursing mothers, tuberculosis patients and elderly sick, through a supplementary feeding programme; and
 - c) promote the progressive self-reliance of the refugees by sponsoring income-generating and vocational training activities with particular emphasis on targeting the most needy families and involving greater female participation.

BENEFICIARIES

19. Records maintained by the Government and confirmed by the Nepalese Red Cross Society (NRCS) distribution rolls showed 94,200 registered refugees as of March 1998 in the seven refugee camps in the Morang and Jhapa districts. Nearly 70 percent of the refugees were in the three Beldangi camps (46,000 people) and Sanishare camp (18,500), while the remaining population were spread evenly among the other three “eastern” camps of Goldhap, Timai and Khudunabari. All the camps except Khudunabari, are conveniently located near the main urban centres of Damak and Birtamod, and the East-West national highway; and this facilitates both the regular delivery of assistance throughout the year and the refugee’s access to public transportation and labour opportunities.
20. The refugee population is essentially composed of ethnic Nepalese speaking groups from the southern rural areas of Bhutan. The majority were farmers originally. A small percentage were civil servants and other skilled professionals. Of the total population, 17 percent are children between the ages of 0 to five; and a significant number, 53 percent, are below 18 years of age. The adult population consists of 44,000 adults, of whom 6,000 are 56 or older. The gender breakdown of the population is 52 percent male and 48 percent female (adults are 47 percent of the total population—24 percent male and 23 percent female). The total camp population consists of a little over 15,000 households with an average size of six persons. About 1,300 of these households are headed by women. Recent assessments undertaken by RWF have identified a particularly vulnerable group of 2,653 families which are single-headed, have no access to any external source of income, or in which the adult members are disabled or permanently sick.
21. The refugee population’s rate of literacy on arrival in Nepal was low, between 15 and 20 percent, but has improved dramatically to 60 percent. This has been a result of primary and secondary educational programmes implemented by CARITAS (in which 36,000 children were enrolled in 1998) as well as the adult education programmes (run by CARITAS and OXFAM) which 13,000 adults have attended since 1992.
22. The planning figure for refugee assistance for 1999 was estimated by the joint WFP/UNHCR mission of April 1998 at 94,500 persons. This is based on actual distribution trends and a net natural population growth of two percent. According to NRCS, 92,300 persons were actually receiving food rations in March 1998. This was less than the total population because a number of registered refugees (between 1,600 and 1,900) are suspended from the ration distribution by the authorities at any time for



disciplinary reasons, including unauthorized absenteeism from the camps.

23. The last head-count exercise was carried out in 1993 at the peak of the refugee influx. All parties involved in the refugee operation considered the count to be accurate. Since then the number of new arrivals has dwindled to almost zero. In August 1996, UNHCR began collecting information on the camp population, and a databank was created. This is continuously updated and cross-checked against monthly food distribution records and verified through physical spot checks of refugees by UNHCR and the operational partners on a sub-sector-sampling basis. Other information is also used to help in the verification process; this includes data maintained through SCF-UK, ongoing medical monitoring, the immunization programme, and the CARITAS-recorded school enrolment information.

NON-FOOD INPUTS

24. UNHCR provides a regular distribution of cooking fuel (kerosene) and soap. It also replaces cooking utensils, kerosene stoves and water/kerosene containers when required. Additional items such as blankets, clothing and mosquito nets have been distributed in the past years by NRCS, with funds provided by the International Federation of Red Cross Societies (IFRCS) but it is uncertain whether IFRCS funding will continue.
25. The repair and maintenance of refugee dwellings, as well as camp infrastructure such as school buildings, Camp Committee offices, and health centres, are carried out by the Lutheran World Federation (LWF) with some funding support from UNHCR. LWF also maintains the water supply in the camps for drinking, washing and sanitation.
26. Education is a high priority for the refugees. With UNHCR funding, CARITAS Nepal employs 700 refugee teachers and runs primary and lower-secondary classes in all the camps. All children of school age in the camps have access to education up to grade 10; a total of 36,000 students were enrolled in the 1998 programme. CARITAS also provides scholarships for higher education.
27. SCF-UK, in cooperation with the Ministry of Health, is responsible for the provision of primary health care services, health monitoring, and the management of the supplementary feeding programme in the camps. The Asian Medical Doctor Association (AMDA) hospital in Damak and the Mechi Zonal Hospital in Birtamod provide curative health care for refugee in-patients from the various camps.
28. Some 2,500 refugees are employed in the camps, mainly by CARITAS, LWF and SCF-UK, and are provided with cash incentives for this work which range from 13 to 25 dollars a month. These refugees represent approximately 15 to 17 percent of the total refugee households.
29. To address the potential negative impact of the camps on the surrounding environment RARP Phase I was implemented in 1994–95 with 200,000 dollars from the UNHCR's Special Trust Fund and 148,000 dollars from Canada. These funds were used to construct three health centres for the local community and an access road to a refugee camp. This was followed by RARP Phase II which is funded by the German Federal Ministry for Economic Cooperation with a total contribution of 1.38 million dollars for 1995–98 and 1.65 million for 1998–2001. During 1995–97, a number of micro-projects were undertaken involving forest rehabilitation, road improvement, riverbank protection and sub-health post construction. For 1998–2001 further infrastructure development activities are planned in the health, water and education sectors. It is estimated that these will benefit about 200,000



inhabitants in the Jhapa and Morang districts. Under the coordination of UNHCR, projects are implemented through the Ministries of Home and of Forest and Soil Conservation, local Village Development Committees, LWF and NRCS.

MODE OF IMPLEMENTATION

30. The Ministry of Home Affairs is the main national counterpart directly responsible for all refugee-related affairs and for the overall implementation of assistance to refugees. It manages this nationally through the NUCRA and locally through the RCU. The Ministry of Foreign Affairs is responsible for overall policy issues and matters such as repatriation.
31. Regular monthly coordination mechanisms are in place. These include inter-agency meetings (i.e., between United Nations agencies and partner NGOs); monthly refugee/inter-agency meetings (with Camp Secretaries, Women Focal Points, RCU Director and District Forest Officers) as well as sector meetings on health, food and logistics, camp infrastructure, and RARP project reviews.
32. WFP is responsible for all internal transport, storage, handling and distribution of the food commodities provided in the general ration and the supplementary food programme. These commodities are either procured locally or imported through India from the port of Calcutta. Under the supervision of WFP Kathmandu office, the WFP field staff in the Damak sub-office coordinate and monitor the food assistance. A 3,000-ton capacity Birtamod central warehouse is utilized for storing imported WFP food commodities, as backstop storage space, and for holding empty sacks/containers before they are sold through auction.
33. Since 1994, the NRCS has been sub-contracted by WFP to manage the camp warehouses and the distribution. There are nine camp warehouses with an effective overall capacity of 1,350 tons (for storage of all six commodities together). These also represent extended delivery points (EDPs), since suppliers deliver locally-purchased food commodities directly to them in accordance with a weekly delivery schedule prepared by the WFP sub-office on the basis of NRCS running stock reports. NRCS is responsible for releasing the prescribed quantity of food rations for general or supplementary distribution.
34. The general ration is provided fortnightly and the NRCS camp staff monitor its distribution. WFP field staff also undertake random checks. The actual distribution is organized and carried out by the refugees under the supervision of the Distribution Sub-Committee of the Refugee Camp Committee. Each camp is divided into sectors that are further broken down into sub-sectors of 80 to 100 families (an average of about 500 individuals), and these constitute a standard distribution unit. A sub-sector head and voluntary helpers move the food from the camp warehouse to a nearby shelter and organize the ration distribution to family representatives (70 percent of those who come to collect the ration are women) in accordance with their entitlements.



35. NRCS is also responsible for the procurement and distribution of the UNHCR-supplied fresh vegetables and non-food items. This is done weekly using the same distribution system.
36. The supplementary feeding programme is implemented by SCF-UK. A pre-mix is provided (made up of blended food, sugar, vegetable oil for expectant and nursing mothers and tuberculosis patients, plus DSM for malnourished children only). This is prepared in the camp health centres and distributed as a take-home ration to the vulnerable group beneficiaries. Beneficiaries are identified and registered by the medical staff and are updated on a weekly basis.
37. Because of traditional practices, the participation of women in the food management and distribution has not been high. Also, women are not prominent in the formal management bodies in the camps. Between 15 and 20 percent of women are generally elected in the Camp Refugee Committees which include the various sub-committees on administration, distribution, counselling, and social services. Female participation is low in meetings and other Camp Committee activities owing to domestic work demands to which women give higher priority. However, women do work as voluntary food distributors. Also, the women reported to the joint mission that they had full control over the household food allocation. It was the women who mainly collected the family food/non-food entitlements and they appeared to be adequately informed on all aspects of food management and distribution.
38. The refugee women in general are more significantly involved in management and decision-making at present than they may have been accustomed to in Bhutan as, traditionally, these tasks were left solely to men. It is therefore generally recognized that the food assistance in the refugee camps has made considerable achievements in the promotion of equality and women's rights by giving the refugee women a stronger role within the community.
39. With a view to strengthening women's participation, the joint mission recommended that RWF representatives increase their presence in the Camp Committees, at least in the Distribution Sub-Committee, and that regular training programmes be designed for improving women's awareness and confidence in participating in community and camp management activities.
40. The current arrangements for the management of food distribution and reporting were considered by the joint assessment mission of April 1998 to be efficient and cost-effective. The mission recommended that these arrangements be maintained. The local purchasing of commodities was beneficial as it enabled effective control over delivery timing and helped the local economy. It was also found to be cost-effective. On the basis of estimates of the future level of operation and the likely fixed costs to be incurred, it is recommended that the LTSH (inland transport and ITSH) rate be 10.73 dollars a ton for 1999. This would cover the NRCS costs and an anticipated increase in local transport, handling and reconditioning, central warehouse insurance costs.



FOOD AID STRATEGY

41. The overall food needs of the refugees are dependent on the extent to which they are able to supplement their own requirements. Under the present camp policies this is difficult to determine although it was evident to the joint mission that there was a growing degree of supplementation occurring. Therefore, the current ration was considered to be more than adequate and the overall health and nutritional situation of the refugee population was very satisfactory and continuing to improve. On this basis, the joint mission reviewed the level of the general food ration for the continuation of assistance in 1999 and determined that there was a basis for readjustment. There was also a considerable concern raised by all partners, including the refugees themselves, of the need to encourage more self-reliance and less dependency among the refugees who worried about being supported on a long-term basis.
42. The possibility of a differentiation in the level of ration in accordance with levels of refugee self-reliance was not considered feasible, given the prevailing official restrictions which precluded open and regular access to external sources of income. The SCF-UK household survey of May 1997 had already highlighted the negative implications of such an approach and the inability to quantify any significant amount of income as a basis for targeted food reduction. The April 1998 joint mission concluded that the general ration could be reduced by a withdrawal of the blended food component. In consultation with the local UNHCR Health Coordinator and SCF-UK, it was agreed that the blended food, introduced in 1993 in the general ration as one response to an outbreak of beriberi in the camps, was not required now. Any general micronutrient requirements should be met through the promotion of more fresh fruit and vegetables. This measure will result in a reduction of the blended food requirement from 1,500 tons in 1998 to 103 tons in 1999.
43. Apart from the withdrawal of the blended food, the mission recommended the continuation of the same food basket and ration size for general distribution to 94,500 refugees for 1999. In addition, supplementary feeding for vulnerable groups should be maintained in order to provide extra nutritional support to an estimated 3,500 persons.
44. The mission recommended that the full requirement of iodized salt for 1999 be funded out of the WFP-generated funds. This commodity was available locally at a comparatively low price and would require 14,000 dollars to meet the year's requirement. The full 1999 requirement of sugar would be funded from the cash contributions provided by the Government to WFP. It was estimated that sufficient funds were available from the 1996–97 balance, the 1998 contribution and the proposed 1999 contribution. The balance would be complemented from the WFP-generated funds to meet the estimated 300,000 dollars required.
45. WFP auctions the empty sacks and containers which creates the generated funds. The funds generated are deposited in an interest-bearing account and utilized for activities benefiting the refugee population (activities agreed upon with the Government and UNHCR). It is estimated that a balance of 335,000 dollars will be available by December 1998.

PERFORMANCE MONITORING

46. The general distribution of food and non-food items is monitored by WFP, UNHCR and



their implementing partner, NRCS. The latter prepares weekly reports for operational planning, and monthly reports which give details on the registered population, changes from previous month (i.e., births, deaths, camp transfers, departures and new arrivals), the actual number of food rations and non-food items distributed, total food movements, stock balances in each camp, and records on the empty sacks and containers.

47. The WFP sub-office provides weekly food movement reports which constitute the basis for maintaining regular delivery of commodities. These reports are provided to WFP Kathmandu for follow-up with the suppliers. Additionally, monthly food availability status reports (FASREPs) are prepared and sent to WFP and UNHCR headquarters for food pipeline projections over a six-month period and to ensure timely replenishment of stocks.
48. The UNHCR field office produces quarterly situation reports which review the overall refugee operation and report on the general health, nutrition and food supply situation.
49. Health and nutrition activities, including the supplementary feeding programme and number of assisted persons in each group, are monitored and reported monthly by SCF-UK. In addition, SCF-UK carries out a comprehensive health and nutrition survey every year, usually in May/June. The data collected monthly by SCF-UK, particularly for the nutritional screening of children under five and the reproductive health cases, ensure a close and timely monitoring of the impact of both the general food distribution and the supplementary feeding.
50. The status of implementation of the WFP-sponsored income-generating activities and vocational training programme is monitored through monthly reports from the implementing partners, i.e., RWF and CARITAS (a first impact evaluation was carried out by CARITAS in April 1998, one month after the starting of the training programme).
51. The partners agree that attention should be paid to the issue of refugee women's participation in camp management. The first step in this process is the formulation of a clear gender strategy agreed to by the Government which is currently under way; secondly, the monitoring system will be altered to include specific targets for increasing the participation of women in the management of the camps. At present participation is only 15 to 20 percent.
52. Specific studies and surveys on gender participation will be carried out; these will form a basis for a plan to increase women's participation in distribution and camp management. Implementation of the plan should be closely monitored and reported.

NUTRITIONAL CONSIDERATIONS AND FOOD BASKET

53. The joint assessment mission noted that the overall nutritional and health situation in the refugee camps continues to be adequate and is regularly monitored by UNHCR and the health NGOs. Reports by SCF-UK show a stable situation with regard to malnutrition rates with indications of a continuing trend of improvement: the levels of moderate malnutrition (WHM < 80 percent) were reported at one percent in March 1997 but had dropped to 0.5 percent in December 1997 and 0.4 percent in February 1998.
54. Other indicators highlight the satisfactory levels of general health in the camps. For 1997, SCF-UK reported under-five mortality rates of 39 per 1,000 live births (or one third and one fifth of the national average in Nepal and Bhutan, respectively); infant mortality was 34 per 1,000 live births (compared to 80 for Nepal and 125 for Bhutan); there were no cases of maternal mortality in the camps (as opposed to 750 per 100,000 in Nepal and 620



in Bhutan).

55. The joint mission recommended the following daily per capita ration for general as well as supplementary feeding distribution, including complementary food commodities to be supplied by UNHCR for both general (i.e., fresh vegetables) and supplementary feeding (i.e., DSM):

Commodity	General ration (grams)	Supplementary ration (grams)
Rice	410	–
Pulses	60	–
Vegetable oil	25	10
Blended food (fortified)	–	80
Sugar	20	15
Salt (iodized)	7.5	–
Fresh vegetables (UNHCR-supplied)	100	–
DSM (UNHCR-supplied)	–	40

56. The total food requirements for the one-year expansion assistance are as follows, in metric tons:

Commodity	General ration (tons)	Supplementary ration (tons)
Rice	14 142	–
Pulses	2 070	–
Vegetable oil	863	13
Blended food (fortified)	–	103
Sugar	690	20
Salt (iodized)	259	–
Fresh vegetables (UNHCR-supplied)	3 450	–
DSM (UNHCR-supplied)	–	40

57. The general, supplementary and complementary food requirements are based on 365 days a year.

58. All food commodities are generally well accepted by the refugees and suitable to their food habits. The refugees were initially not accustomed to parboiled rice, which was introduced in early 1994 in place of polished rice to tackle emerging micronutrient problems, but this commodity is now fully accepted. The general ration, including fresh vegetables, provides 2,022 kilocalories per person per day, which is close to the recommended minimum requirement of 2,100 kilocalories (as per the "Joint WFP/UNHCR Guidelines for Estimating Food and Nutritional Needs in Emergencies"), considering that the Bhutanese refugee population is not entirely dependent on food aid.



59. As regards the supplementary feeding programme, an additional 456 kilocalories and 13.4 grams of proteins per person per day are supplied in the form of a dry pre-mix to expectant and nursing mothers, infants from six to 12 months and tuberculosis patients or elderly sick, while the same pre-mix plus dried skimmed milk is distributed to malnourished children only, thus providing them with an extra 600 kilocalories and 27.8 grams of protein.
60. All the WFP-supplied food commodities are available locally and at a competitive price against the international market price, especially when additional shipping and overland transport costs are considered, the only exception being vegetable oil. Taking into account the already tested acceptability by the beneficiary population, the joint mission recommended that parboiled rice, lentils, blended food, sugar and iodized salt be procured locally while for vegetable oil preference be given to in-kind donations.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR FOR EXECUTIVE BOARD APPROVAL

61. The project is recommended for approval by the Executive Board. Details of costs are provided in Annexes I and II.



ANNEX I

PROJECT COST BREAKDOWN

	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Rice	14 142	230.00	3 252 660
– Pulses	2 070	500.00	1 035 000
– Vegetable oil	876	850.00	744 600
– Blended Food	103	400.00	41 200
– Sugar	710	450.00	319 500
– Salt iodized	259	60.00	15 540
Total commodities	18 160		5 408 500
External transport		2.52	45 763
Superintendence		2.50	45 400
Inland transport		4.73	85 897
– ITSH (100 percent)		6.00	108 960
Subtotal direct operational costs			5 694 520
B. Direct support costs (see Annex II for details)			
Subtotal direct support costs			154 900
Total direct costs			5 849 420
C. Indirect support costs (7.1 percent of total direct costs)			
Subtotal indirect support costs			415 309
TOTAL WFP COSTS			6 264 729
COSTS TO OTHERS			
UNHCR			0
non-WFP inputs			595 662
Agency support and legal assistance			511 006
Domestic needs			745 256
Multisectoral relief assistance			2 031 496
OTHER DONORS			
Government of Nepal			100 000
NGOs			400 000
TOTAL COSTS TO OTHERS			4 383 420
TOTAL PROJECT COSTS (WFP and others)			10 648 149

WFP costs as a percentage of total project costs: 59 percent

¹ This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



ANNEX II

DIRECT SUPPORT REQUIREMENTS (dollars)
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Staff costs	
United Nations Volunteers	20 000
National professional officers	8 000
Local staff and temporaries	33 000
Subtotal	61 000
Technical support services	
Project appraisal/assessment	15 000
Subtotal	15 000
Travel and DSA	
International	4 500
In-country	8 500
Subtotal	13 000
Office expenses	
Rental of facility	8 000
Communications	7 500
Office supplies	2 000
Equipment repair and maintenance	2 000
Subtotal	19 500
Vehicle operation	
Maintenance	7 000
Fuel	3 000
Subtotal	10 000
Equipment	
Vehicles	25 400
Computer	2 000
Furniture and equipment	1 000
Subtotal	28 400
Field staff training	8 000
TOTAL DIRECT SUPPORT COSTS	154 900

