

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
First Regular Session**

Rome, 23–27 February 2004

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

For approval



Distribution: GENERAL
WFP/EB.1/2004/8-B/5
5 February 2004
ORIGINAL: ENGLISH

PROTRACTED RELIEF AND RECOVERY OPERATION— SUDAN 10122.1

Food Assistance for Eritrean Refugees

Number of beneficiaries (monthly average)	95,300 (April 2004 to December 2004) and 60,000 (January 2005 to March 2006)
--	---

Duration of project	24 months (April 2004 to March 2006)
----------------------------	---

Cost (United States dollars)

Total cost to WFP	15,529,124
--------------------------	-------------------

Total food cost	8,977,374
------------------------	------------------

NOTE TO THE EXECUTIVE BOARD

This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

Regional Director, East and Central Africa Mr H. Arthur
Regional Bureau (ODK):

Senior Liaison Officer, ODK: Ms F. Nabulsi tel.: 066513-2385

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



EXECUTIVE SUMMARY

The Sudan is a least-developed, low-income, food-deficit country ranking 138th of 175 countries on the 2003 Human Development Index. The population is 32 million. Life expectancy at birth is 57 years for women and 54 for men; adult illiteracy is 52.3 percent among women and 30 percent among men; 17 percent of children under 5 are underweight. Droughts and two decades of civil war between the Government of the Sudan and the Sudan People's Liberation Movement Army have displaced populations, disrupted agriculture and destroyed socio-economic infrastructures.

The refugee problem dates back to the 1970s and 1980s, when civil wars, droughts and famine in Ethiopia caused massive populations to enter the Sudan. Many refugees were repatriated in the late 1990s and early 2000 when Eritrea became independent and the war with Ethiopia ended, but many remain in the Sudan.

A joint assessment mission in June 2003 noted that vulnerability among refugee households had increased from 66 percent in 2001 to 79 percent in 2003; between 40 percent and 65 percent of refugee households have reduced food intake and rely on kinship support, loans from merchants, sales of animals and begging to cope with extreme shortages of food. The causes of vulnerability are reduced agricultural labour opportunities and competition with internally displaced people and host communities for wage labour; the situation is exacerbated by low crop yields in land-based camps because of erratic rains and lack of agricultural support services. Food insecurity and refugee vulnerability in the camps will increase, especially during the initial phase, as a result of reduced access to land and lack of coping mechanisms.

WFP envisages a reduction in the refugee caseload during this protracted relief and recovery operation. Phase I, from April to December 2004, involves refugee status determination, repatriation and camp consolidation; in phase II, from January 2005 to March 2006, WFP expects to cover the food needs of an estimated 60,000 refugees.

DRAFT DECISION*

The Board approves Sudan PRRO 10122.1, "Food Assistance for Eritrean Refugees" (WFP/EB.1/2004/8-B/5).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



CONTEXT AND RATIONALE

Context of the Crisis

1. The Sudan has a population of 32 million people and immense potential for social and economic development. The civil war that has raged intermittently since independence in 1956 has drained national resources, however, and caused large population displacements; the situation is exacerbated by recurrent droughts and floods, leading to more displacements, food insecurity and environmental degradation.
2. The problem of Eritrean and Ethiopian refugees in the Sudan dates back to the 1970s and 1980s, the result of civil war, droughts and famine in Ethiopia. The Office of the United Nations High Commissioner for Refugees (UNHCR) cessation clause for Ethiopian refugees came into effect in March 2000; all but 800 were repatriated. When Eritrea became independent, agreements were signed with the Government of the Sudan that facilitated repatriation of Eritrean refugees in 2000–2001.
3. By the end of 2002, UNHCR and the Commissioner for Refugees (COR) had repatriated 19,000 refugees of the planned 60,000. The process was affected by political issues and insecurity at the Sudan's eastern border; fighting in October 2002 caused the closure of the Sudan/Eritrea border, which led to suspension of the repatriation process. A joint verification exercise in February 2003 by WFP, UNHCR and COR, updated in May 2003, validated 91,800 refugees, the current caseload assisted under PRRO 10122.0. The refugees reside in 20 camps in Kassala, Gedaref, Sennar and Gezira states (see Annex IV — Map).
4. In September 2002, UNHCR began a refugee status determination (RSD). It defines three categories: (i) those accepted and requiring further protection, (ii) those opting for repatriation and (iii) those rejected but unwilling to repatriate and therefore of no concern to UNHCR.
5. Consultations in October 2002–April 2003 between the Governments of Eritrea and the Sudan under the auspices of UNHCR led to agreement in June 2003 on the modalities of repatriation; 1,652 Eritrean refugees were repatriated by UNHCR prior to the onset of the rains.
6. In June 2003, at the request of the Government, UNHCR and COR started to consolidate the 20 refugee camps into 8 camps, with a view to improving cost-effectiveness. This involves moving 3,500 refugees from Um Sagata camp to one of the new camps, where they will no longer be self-reliant in food and will lose their access to land and existing economic activities. UNHCR has requested that they be included in WFP's food assistance activities, which will increase the caseload to 95,300.

Situation Analysis

7. WFP envisages a phased reduction in the refugee caseload during the PRRO. In phase I, from April to December 2004, camps will be consolidated; WFP expects to cover the food needs of 95,300 refugees; an estimated 19,300 refugees will be repatriated, and invocation of UNHCR's cessation clause is expected for 16,000 people who will not repatriate nor be accepted as refugees. If UNHCR accepts these people as bona fide refugees, WFP will provide food assistance after an assessment. In phase II, from January 2005 to March 2006, WFP expects to cover the food needs of 60,000 refugees.



8. The joint food assessment mission (JFAM) in June 2003 found that refugee household vulnerability had increased from 66 percent in 2001 to 79 percent in 2003. The main causes were reduced labour opportunities in agricultural schemes and competition with internally displaced persons (IDPs) and host communities for wage labour; the situation was exacerbated by low crop yields of 32 kg per *feddan* (approximately 0.4 ha) in camps resulting from erratic rains and lack of agricultural support services. Up to 65 percent of refugee households cope with extreme shortages of food by reducing meal intakes and relying on kinship support, loans from merchants, sales of assets and begging; 40 percent of households in land-based camps have not been allocated land. Vulnerability is increased by the large proportion — 40 percent — of households headed by women and by socio-cultural factors that inhibit women's access to food and income sources.
9. Food insecurity and vulnerability among refugees in the consolidated camps are likely to increase as a result of reduced access to land, especially during phase I. An assessment of food and non-food needs will be undertaken as soon as the camps are consolidated to determine vulnerability levels.
10. The JFAM noted that vulnerability is seasonal: the critical period for food insecurity is from April to September, when labour opportunities are minimal and there is increased prevalence of malnutrition and disease; seasonal targeting is therefore needed. The vulnerable groups, classified by the refugee community, are households headed by women, particularly those with no man in the economically active over-16 age group, and widowed, separated, divorced or abandoned women, elderly people, orphans and handicapped and impoverished people. Community social workers and elders will undertake beneficiary targeting, with guidance from camp managers and WFP staff.
11. Cereal prices have been rising for the past two years in Kassala and Gedarif states, which host 75 percent of the refugees. This situation limits refugees' ability to supplement relief rations from markets; price increases coincide with lean periods.
12. There are healthcare facilities in all camps within reach of all households. The most prevalent diseases are acute respiratory infections (26 percent), diarrhoea (19.9 percent) and malaria (10.2 percent). Nutritional status was monitored twice a year during PRRO 10122.0 by WFP, UNHCR and COR in collaboration with non-governmental organizations (NGOs). Continuation of the selective feeding programme is recommended for malnourished children under 5, with enhanced supplementary feeding.
13. Joint WFP/UNHCR/COR nutritional surveys in March and August 2002, before and after the lean season, showed malnutrition rates fluctuating seasonally from 11.3 percent in March to 19.6 percent in August; severe malnutrition from 0.5 percent to 2.2 percent was registered in the same period. This pattern has been seen in the past two years, with some camps showing marked deterioration during the lean months. In 2003 refugees received an inadequate energy content, because rations were reduced as a result of food shortages.
14. Women beneficiaries account for 52 percent of the refugees and 58 percent of adults between 18 and 59, the economically active age group; 40 percent of households in the camps are headed by women, but the cultural norms of the Beni Amir tribe restrict women's mobility outside the camp to access labour opportunities, which increases their vulnerability.
15. Women are mainly responsible for domestic work and childcare, assisted by older girls in the family. Women's participation in the committees of elders, the main decision-making bodies in refugee camps, varies from one camp to another; overall it is approximately 35 percent. Women have leadership roles in only 10 percent of the camps; such women are educated and employed as community social workers or schoolteachers. Women account for 30 percent of the people who distribute food and 55 percent of those who manage selective feeding activities.



16. Food has been used as an incentive in recovery activities such as training of trainers in hygiene, HIV/AIDS and health and nutrition. The training brought about changes in refugees' food habits, for example introducing pulses into their diet. The Sudan has an overall HIV/AIDS prevalence of 1.6 percent, but among the refugees the rate is four times higher at 4.3 percent, second only to the 4.4 percent among sex workers. The National Strategic Plan on HIV/AIDS (2003–2007) prioritizes awareness-raising. The World Health Organization (WHO) categorizes the Sudan as an intermediate country for HIV/AIDS; the PRRO activities are seen as an essential contribution to prevention among the refugees.
17. WFP started food-for-skills training in June 2002 in partnership with UNHCR and the Sudanese Red Cross to enhance coping mechanisms among refugees, particularly women, and facilitate reintegration; sewing, handicrafts, sanitary-towel production and spaghetti making are taught. Young men were trained as metal workers, but this was discontinued because funding was inadequate. In 2002, only 1,080 women of the planned 2,000 were trained in handicrafts, sewing and spaghetti making, because funds were insufficient to purchase raw materials. Production of handicrafts was more sustainable than other activities because raw materials were available. Many sewing machines in the training centres need to be repaired. Training activities enhanced social interactions among refugee women by providing a forum for cultural and awareness-raising activities.
18. Food for environmental rehabilitation (FFER) in areas affected by refugees was implemented in collaboration with UNHCR, COR and the National Forestry Corporation (NFC). Activities include seedling production, planting, land protection, general extension services and awareness of energy-saving methods. Host communities were involved, accounting for about 30 percent of beneficiaries, to ensure sustainability when refugees were repatriated; 2,700 people were involved in 2002, producing 140,000 seedlings. Food was the major input for mobilizing labour during the nursery and weeding stages, bridging the food gap for refugees and host communities.

Government Recovery Policies and Programmes

19. The Sudan is a signatory to the 1951 Convention on the Status of Refugees, its 1967 Protocol and the 1969 Organization of African Unity Convention on Refugee Problems in Africa. The Government passed the Regulation of Asylum Act on 21 May 1974 to formalize the status of refugees.
20. The administrative body responsible for the Sudan's asylum policy operates under the Ministry of Interior, in which COR is responsible for coordinating and implementing assistance to refugees and managing refugee camps, in collaboration with WFP and UNHCR.
21. The Government requested UNHCR to consolidate the refugee camps, closing most of the camps in Gedaref state, starting in June 2003. There were originally three different types of camps: 56 percent were reception or holding camps, 26 percent were wage-based camps and 18 percent were land-based camps. UNHCR will consolidate the present 20 camps into 8, which is likely to have a negative effect on income-earning possibilities in land-based and wage-based camps.
22. UNHCR is carrying out RSD to determine who will voluntarily repatriate and who do not qualify as refugees. The Government will decide how to proceed with those who will neither repatriate nor qualify as refugees, because they are not expected to remain in the camps.



Rationale

23. The 2003 JFAM noted a need for continued WFP food assistance to refugees. Consolidation of the camps will unfortunately result in further needs. Ration scales will be seasonally adjusted after assessment of changes in nutritional status and well-being. Targeted distribution is meant to meet basic food requirements and enhance coping strategies.
24. Relief and recovery activities will continue during this PRRO, based on experience from previous phases. Gender mainstreaming will be incorporated in all intervention modalities. Malnourished children under 5, pregnant and lactating women and TB patients will continue to be targeted under supplementary feeding programmes. The recovery components — food for work (FFW), food for training (FFT) and FFER — will target the most vulnerable groups, primarily women; the activities are designed to enhance refugees' self-reliance and contribute to rehabilitation of refugee-affected areas.

RECOVERY STRATEGY

Beneficiary Needs

25. The JFAM estimated that 79 percent of households were most vulnerable and recommended seasonal targeting of relief complemented by selective feeding programmes, supported by income-generating opportunities.
26. The staple foods are sorghum and wheat; lentils are the preferred pulses. WFP awareness training in nutrition and hygiene will continue, targeting women by teaching lowest-cost methods of preparing pulses and devising menus to increase awareness of the nutritive value of pulses. Refugee women will continue to receive information about the nutritional value of the WFP food basket; this has been very successful and has led to increased utilization of pulses, reflected in post-distribution monitoring reports.

The Role of Food Aid

27. Food aid will continue to contribute to maintaining and improving the health and nutritional status of the refugees through targeted distribution and selective feeding programmes. Food aid will provide opportunities to:
 - train refugees, especially women, in income-generating activities that enhance self-reliance, reduce dependence on food aid and facilitate reintegration;
 - train refugees in basic health, nutrition and hygiene and create awareness of HIV/AIDS; and
 - facilitate environmental rehabilitation of refugee-affected areas through reforestation activities.

Programme Approaches

28. There will be general and targeted distributions, with seasonal adjustments to the ration scale. During phase I, a monthly average of 95,300 beneficiaries will be maintained; during phase II the figure will be 60,000. Ration scales will vary from a full ration in April–September 2004, the lean season, to a half ration in October–December 2004 for 20 percent of the refugees, subject to confirmation by an assessment mission. The individual daily ration will consist of 450 g of cereals, 70 g of pulses, 50 g of corn-soya blend (CSB), 30 g of vegetable oil, 20 g of sugar and 5 g of salt. CSB is recommended for the general distribution to address micronutrient deficiencies that could occur because



sources of meat, milk and vegetables had diminished (JFAM 2003); it will also be provided to registered refugees through selective feeding programmes.

29. FFT activities will target 4,000 people in vulnerable groups, at least 50 percent of whom will be women and girls; food will be an incentive to attract and retain trainees. Activities include handicrafts, sewing, sanitary-towel production and spaghetti making, which will be implemented during the normal season to supplement the half rations. In phase II, training in health and nutrition will be provided for 11,500 people, at least 70 percent of whom will be women. Sensitization at the community level, particularly for men, will be undertaken to create awareness of the rationale for targeting women and gain support for these activities.
30. FFER and FFW will be implemented in refugee-affected areas, involving local communities to promote sustainability. Vulnerable groups will be targeted for supplementary rations during the normal season. An estimated 14,000 people, 50 percent from host communities, will participate; at least 65 percent of the beneficiaries will be women.
31. In line with the Enhanced Commitments to Women, women's participation in decision-making will be encouraged; there will be gender training for camp managers and staff of NGOs. Refugee women will be supported in taking the lead in food distribution, and will be hired as scoopers. Currently, 35 percent of the people who distribute food, organize queues and check ration cards are women, as are 65 percent of beneficiaries collecting food at distribution points. Women will continue to be encouraged to collect food themselves, and will be consulted about distributions. Information about targeting criteria and the size and composition of WFP rations will be provided. WFP, UNHCR and COR will continue to advocate for women's participation in camp activities.

Risk Assessment

32. Based on recent experience, the following risks are noted:
 - non-implementation or partial implementation of the repatriation plan;
 - non-implementation or partial implementation of the UNHCR cessation clause;
 - insecurity inhibiting access to operational areas, including border closure;
 - lack of adequate food resources;
 - non-availability of non-food items or inability of counterparts to meet obligations to provide financial or technical support for recovery activities;
 - socio-cultural factors inhibiting gender mainstreaming; and
 - lack of clear legal and institutional strategy on the future of closed camp refugees at the end of the PRRO.

Goals and Objectives

33. The goal of this PRRO is to contribute towards enhanced self-reliance and livelihood skills among the refugees, with a view to repatriation and reintegration.
34. The immediate objectives are to:
 - maintain and improve the health and nutritional status of refugees in camps;
 - increase refugee access to knowledge and skills in primary health, nutrition education including food utilization, HIV/AIDS and income-generation through FFT, with special attention to women; and



- facilitate environmental rehabilitation in refugee-affected areas through FFW and FFER.

IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components

⇒ *Protracted Refugees*

35. Targeted distribution and selective feeding for protracted refugees accounts for 93 percent of the project food requirement. This component supports maintenance and improvement of food security and nutritional status among refugees until a durable solution is found.
36. Selective feeding includes blanket supplementary feeding, as recommended by the JFAM. Women beneficiaries will receive awareness information about hygiene, primary health and nutrition. The daily supplementary ration provides 1,017 kcal, 36 g of protein and 32 g of fat. Selective feeding consists of (i) supplementary feeding consisting of a dry take-home ration for all moderately malnourished children with weight-for-height scores between 70 percent and 80 percent, severely anaemic children under 5, chronically ill people, elderly people without support and pregnant and lactating women, and (ii) therapeutic feeding consisting of wet feeding for severely malnourished children with weight-for-height scores below 70 percent and people suffering from chronic illnesses; the daily ration provides 2,476 kcal, 58 g of protein and 100 g of fat.

⇒ *Recovery*

37. Recovery accounts for 7 percent of food requirements and aims to strengthen refugee coping mechanisms with eventual repatriation in view; it focuses on FFT and FFER. To ensure the sustainability of environmental activities, food assistance will be provided to local populations involved in rehabilitating refugee-affected areas. UNHCR, COR and NGOs will provide trainers, equipment and technical expertise.

⇒ *FFT*

38. FFT will:
 - train refugees, especially women, in skills to strengthen coping mechanisms, enhance self-reliance, reduce dependence on food aid and facilitate reintegration; 4,000 people, at least 50 percent women, will be involved; and
 - provide training in health and nutrition to improve utilization of food, enhance HIV/AIDS awareness and reduce harmful health and nutrition practices; 11,500 people, at least 70 percent women, will participate.
39. FFER involves rehabilitating refugee-affected areas through reforestation. It will target 14,000 people each year from April to September; 50 percent of participants will be from host communities to ensure sustainability; 65 percent of participants will be women. Activities will include planting, transplanting and tending seedlings and protecting forests; there will be awareness campaigns in environmental rehabilitation, energy-saving methods and other extension services.
40. Refugees will be consulted on identification and design of recovery activities and will sit on committees for managing and monitoring FFW and FFT, in which full participation by women will be encouraged.



⇒ *Beneficiaries*

41. During phase I, a monthly average of 95,300 beneficiaries will be assisted; the figure for phase II is 60,000. Full rations will be distributed during the April–September lean season; half rations will be distributed at other times, targeting the most vulnerable groups with FFW and FFT to supplement them. A needs assessment after camp consolidation will ascertain the availability of alternative income options. Table 1 shows the numbers of refugees to be assisted.

SUMMARY OF REFUGEE BENEFICIARIES FOR PRRO 10122.1															
General distribution			Supplementary feeding			Therapeutic feeding			FFER			FFT/FFW			
	Women	Men	Total	Women	Men	Total	Women	Men	Total	Women	Men	Total	Women	Men	Total
Phase 1	49 556	45 744	95 300	3 812	1 906	5 718	477	477	954	3 640	1 960	5 600	3 524	1 796	5 320
Phase 2	31 200	28 800	60 000	2 400	1 200	3 600	300	300	600	5 460	2 940	8 400	6 540	3 660	10 200

⇒ *Food Basket, Ration Scale and Distribution*

42. The food basket for targeted distribution, based on refugee food habits, will consist of cereal, CSB, vegetable oil, pulses, sugar and iodized salt. The full ration, which is consistent with WFP/UNHCR guidelines for estimating nutritional needs in emergencies, provides just over 2,100 kcal/person/day and meets protein and fat requirements. This level of ration is justified by the loss of alternative income options resulting from camp consolidation for 80 percent of the refugees. The daily rations are summarized in Table 2.

TABLE 2: RATION SCALE: TARGETED AND SELECTIVE FEEDING (g/person/day)					
Commodity	Lean season	Normal season	Supplementary feeding	Therapeutic feeding	Recovery
Cereals	450	250	-	200	450
Pulses	70	35	-	60	70
Vegetable oil	30	15	20	90	30
Sugar	20	10	20	90	20
Salt	5	5	-	-	5
CSB	50	25	200	-	50
Dried skim milk (DSM)*	-	-	-	120	-
Total (kcal)	2 258	1 129	1 017	2 476	2 258

*DSM is included in the WFP food basket at the request of UNHCR.

43. Refugee food requirements are calculated on the basis of estimated numbers for each phase. The total food requirement for the project period is shown in Table 3.



TABLE 3: TOTAL FOOD REQUIREMENTS FOR PRRO COMPONENTS (mt)			
Commodities	Protracted refugees	Recovery	Total
Cereals	22 719	1 844	24 564
Pulses	3 549	287	3 836
Oil	1 629	123	1 752
Sugar	1 067	82	1 149
Salt	503	21	523
DSM	63	-	63
CSB	3 259	205	3 456
Total	32 782	2 562	35 344

Selection of Activities

44. Based on experience from PRRO 10122.0, FFW and FFT will continue to reflect market opportunities and the basic priorities of refugees and host communities. FFT will cover handicrafts such as making mats, bags, baskets and sanitary towels, utilizing local materials; sewing and spaghetti making will continue and are expected to generate cash incomes to supplement refugees' household income. WFP will partially support the cost of training materials and equipment repairs.
45. The PRRO will continue girls' education and awareness campaigns and training in health, HIV/AIDS and nutrition. WFP will collaborate with UNHCR, COR and NGOs. WFP will provide FFT as an incentive for women with heavy household obligations and to cover the opportunity costs of attending training.
46. Environmental rehabilitation for refugee-affected areas will use FFW — preparing seedbeds and producing and planting seedlings — with refugee and host community participation and collaboration by UNHCR, COR and NFC; Sudanese nationals near the camps live in conditions similar to the refugees but do not receive regular WFP assistance. The beneficiaries will be responsible for managing and distributing food, supervised by WFP and implementing partners (IPs).

Activity Approval Mechanisms

47. Activities will be selected according to community needs and jointly approved by WFP, UNHCR, COR and local partners. Letters of Agreement will be signed defining the obligations of each partner; they will reflect WFP's Enhanced Commitments to Women (2003–2007). A joint committee will be responsible for monitoring, evaluating and reporting. Beneficiaries will manage each micro-project independently under the supervision of WFP, UNHCR and COR field personnel. Involvement in the community committees is expected to enhance beneficiaries' management and leadership skills.

Institutional Arrangements and Selection of Partners

48. UNHCR assistance covers basic services such as providing safe drinking water, health and educational facilities for camp-based refugees. Funding is provided by UNHCR, but COR manages the services. Education is limited to primary level; 55 percent of



schoolchildren are girls, 45 percent boys. Water is provided at the WHO standard of 20 litres per person per day.

49. UNHCR's health services and WFP's selective feeding programmes are implemented by the Sudanese Red Cross (SRC), Human Appeal International, the Benevolence International Organization, the Global Health Foundation and the Islamic African Relief Agency. The efficiency and cost-effectiveness of services provided are expected to improve with consolidation of the camps. UNHCR covers non-food costs of skills training for refugees in collaboration with SRC and environmental rehabilitation of refugee-affected areas with NFC. WFP provides FFT and FFW as part of the recovery element.
50. COR will be responsible for ensuring that commodities and resources provided by WFP are properly received at extended delivery points (EDPs) and handled, distributed and accounted for, and for regular reporting on project implementation; it will be the channel for communication between WFP and the Government of the Sudan. The Government will use its own resources to arrange for personnel and funds to manage this operation, including food distributions in the camps.
51. Joint WFP/UNHCR/COR food coordination meetings will continue monthly to discuss food stocks, deliveries and distribution plans and update camp population statistics. Monthly WFP/UNHCR technical meetings will continue, to share information, prepare work plans and review implementation. There will be monthly meetings with NGOs implementing supplementary feeding programmes; they are accountable for commodities received from WFP and will report on implementation status disaggregated by gender. WFP will continue to advocate for gender mainstreaming among its partners.

Capacity Building

52. Training workshops planned during this project include training storekeepers in record keeping and warehouse management, sensitizing IP staff on gender, particularly camp managers, and training WFP and counterpart staff in monitoring and evaluation.

Logistics Arrangements

53. WFP is responsible for transporting food to EDPs, which will be in the eight consolidated camps. COR is responsible for receiving and storing food at EDPs and for transport to distribution sites; it will submit monthly stock balance and distribution reports and provide sufficient staff to manage the warehouses. Deliveries will be accounted for using WFP waybills.
54. UNHCR will establish additional warehouses in the camps to cater for the caseload resulting from consolidation, taking into consideration the need for capacity to pre-position stock during the rainy season. A schedule of fumigation will be prepared and implemented to ensure that the warehouses are free of insects and rodents. Management of warehouses in the refugee camps is the responsibility of UNHCR.
55. Food purchases will be made locally and regionally, taking into account the cost-effectiveness and availability of cash in lieu of commodities, and availability in the Sudan of cereals and iodized salt.
56. At food-distribution centres established by UNHCR, refugee queues will be shaded from the sun, especially pregnant and lactating women. Food distributions will be made monthly to ensure that refugees manage the rations appropriately. Some EDPs are inaccessible during the July–October rainy season, so WFP will pre-position food stocks sufficient for at least two months in case deliveries are disrupted.



57. On completion of camp consolidation and RSD, current ration cards will be revalidated to account for repatriated refugees and to ensure that cards are not in unauthorized possession. WFP will support the issue of ration cards in the names of the adult women in households; for polygamous families,¹ each wife will receive her own ration card with the husband as a dependant of one of them. Food is given upon presentation of ration cards. COR supervises food distributions overall, but refugees participate in managing, weighing and scooping. UNHCR and COR will make budgetary allocations for loading and scooping so that refugees are exempted from paying the related fees, which is a considerable burden.

Monitoring and Evaluation

58. The sub-office in Kassala and a field office in Showak will continue to monitor the refugee operation and other WFP activities in the area; Kassala sub-office oversees the refugee operation in Showak and Kassala and maintains links with government offices in Kassala. One international project officer based in Khartoum manages the operation full time and liaises with UNHCR and COR. A national logistics officer will be stationed in Showak to backstop logistical issues, ensuring appropriate food management and record-keeping based on WFP guidelines.
59. WFP will monitor receipt and storage of food at the EDPs. UNHCR and COR will jointly monitor food distributions in the camps; they will monitor the food basket after each distribution and carry out monthly post distribution monitoring. WFP staff will follow up implementation of FFT and FFER activities. Refugees' participation in food distribution and management, especially women, will be continuously monitored. The country office has developed an improved comprehensive gender-sensitive monitoring and evaluation system that will be utilized during the period. Supplementary feeding programmes will be monitored in collaboration with UNHCR and COR to ensure that implementing NGOs adhere to programme criteria and guidelines; the modalities for implementation have been standardized among implementing agencies and reflected in Letters of Understanding. This procedure will continue.
60. Nutritional data on malnourished children will continue to be collected at feeding centres; the trends in numbers of beneficiaries enrolling for the supplementary feeding programme will be used to establish the prevailing nutritional status. This information will be used to resolve nutrition problems before they become serious. Joint UNHCR/WFP/COR/NGO nutrition surveys will be carried out each year after harvest in January and again during the May lean period to provide a benchmark for tracing seasonal and annual changes of refugees' nutrition status. Ad hoc surveys could be conducted as necessary.

Security Measures

61. Security measures, including assignment of a WFP field security officer, are already in place as part of the United Nations security system in the Sudan.
62. Most refugee camps are situated along the borders between the Sudan, Eritrea and Ethiopia. Rebel incursions and hijackings of counterparts' vehicles have in the past affected project implementation, but when the camps have been consolidated they will be located in more secure areas away from borders; the exception will be Wadi Sharefy camp. United Nations security measures will remain in force; every precaution will be taken during project implementation.

¹ Issue of ration cards in the name of women for other families is not feasible, given the operational circumstance and cultural norms.



63. Three field vehicles are equipped with HF radio; the country office communicates with staff using vehicles via VHF radio and has a Thuraya phone for field use. Field vehicles are provided with ballistic blankets for protection against landmines.

Exit Strategy

64. Voluntary repatriation is in progress and will continue until the process is complete, as agreed in June 2003 between the Governments of Eritrea and the Sudan under the auspices of UNHCR. Repatriating refugees will receive a repatriation package in Eritrea, arranged by UNHCR.
65. When RSD and repatriation are complete, the cessation clause will be enforced and WFP will be obliged to provide food assistance to refugees only, as determined by UNHCR. COR envisages processing refugees who are neither in closed camps nor repatriated at a later date, in line with bilateral arrangements between the Governments of Eritrea and the Sudan.
66. The skills training provided in the camps is expected to strengthen refugee coping mechanisms and reduce their dependence on food aid. Repatriating refugees will acquire skills to facilitate resettlement in Eritrea. Local communities will be involved in FFER to build capacity and ensure sustainability and phase-out. WFP will collaborate with UNHCR, COR and NFC in these activities.

Contingency Mechanism

67. The contingency mechanisms are based on previous and current experience. If the planned activities are not implemented, WFP will make a budget revision to accommodate the food requirements of refugees who might be affected if RSD or implementation of the UNHCR cessation clause is delayed.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

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



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Cereals	24 564	189	4 642 532
– Pulses	3 836	427	1 638 079
– Vegetable oil	1 752	671	1 175 612
– Blended foods	3 456	290	1 002 214
– Iodized salt	523	85	44 458
– Sugar	1 149	275	316 080
– DSM	63	2 500	158 400
Total commodities	35 344		8 977 374
External transport			1 868 010
Landside transport			2 048 516
Total LTSH			2 048 516
Other direct operational costs			102 500
Total direct operational costs			12 996 400
B. Direct support costs (see Annex II for details)			
Total direct support costs			1 516 800
C. Indirect support costs (7 percent)			1 015 924
TOTAL WFP COSTS			15 529 124
¹ This is a notional food basket for budgeting and approval purposes. The mix and quantities of commodities may vary with availability, as in all WFP-assisted projects.			



ANNEX II

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	278 600
National general service staff	459 000
National professional staff	87 700
Temporary assistance	33 000
International consultants	180 000
Overtime	10 000
National consultants	20 000
Staff duty travel	48 000
Subtotal	1 116 900
Office expenses and other recurrent costs	
Rental of facility	32 000
Utilities (general)	20 300
Office supplies	37 000
Communication and IT services	60 000
Insurance	10 500
Equipment repair and maintenance	21 600
Vehicle maintenance and running cost	64 000
Other office expenses	31 000
Subtotal	276 400
Equipment and other fixed costs	
Furniture, tools and equipment	30 000
Vehicles	60 000
TC/IT equipment	33 500
Subtotal	123 500
TOTAL DIRECT SUPPORT COSTS	1 516 800



PRRO SUDAN 10122.1 — FOOD ASSISTANCE FOR ERITREAN REFUGEES

Vertical hierarchy of results	Objectively verifiable indicators	Means of verification	Assumptions	Management efficiency
Goal				
Contribute towards the process of repatriation and reintegration of the Eritrean refugees by strengthening coping mechanisms; assist in bridging the gender gap among the refugees	1) Number of refugees successfully repatriated 2) Refugees trained through FFT and FFW in skills to facilitate economic integration in their country of origin 3) Effectiveness of reintegration measured through the reduction in the number of refugees coming back to refugee camps in Sudan	1) Situation reports from WFP Sub-Office working closely with the refugees 2) Progress reports from COR and UNHCR partners	Regular donor's response, political stability maintained in the country of origin of refugees, no major shocks affect the country of origin, RSD process and camp consolidation completed	1) Operation successfully implemented with available DOC and DSC as requested in the operational budget 2) Percent overhead cost per returnee
Protracted refugees				
Objective 1:				
Maintain and improve health and nutritional status of refugees within the camps (Strategic Priority 3)	1) Adequate food basket distributed monthly 2) Prevalence of malnutrition reduced 3) Number of refugees trained in health and sanitation activities	1) Joint UNHCR/COR/WFP Food basket monitoring, distribution reports, pipeline reports 2) Health and nutrition survey reports to be monitored 6-monthly. Implementing partners' quarterly reports	1) Sufficient financial resources and trained project implementation staff available	1) Percentage of planned distributions carried out on schedule 2) Percentage of planned commodities distributed 3) Percentage of planned vs actual training
Output 1.1:				
95,300 refugees will be assisted through monthly general food distributions targeted during phase 1, and 60,000 in phase 2	1) Number of beneficiaries assisted during the project: phase 1, 95,300; phase 2, 60,000 2) Full ration provided during lean season and half ration during normal season only for 20 percent refugees considered better off	1) WFP distribution reports, monthly and annually 2) Post-distribution monitoring reports	WFP staff has full access to camp data and reports are submitted on time	1) Percentage of planned distributions carried out on schedule 2) Percentage of planned commodities distributed 3) Percentage of cost per beneficiary fed 4) Cost per ton delivered.



PRRO SUDAN 10122.1 — FOOD ASSISTANCE FOR ERITREAN REFUGEES				
Vertical hierarchy of results	Objectively verifiable indicators	Means of verification	Assumptions	Management efficiency
Output 1.2:				
Daily minimum nutritional requirements for 95,300 refugees assured during phase 1 and for 60,000 refugees during phase 2	1) 2,258 kcal provided daily per refugee during lean period and 1,129 kcal provided daily to 20 percent of refugees during normal season 2) Ensure no breaks in the pipeline 3) Timely deliveries	1) WFP distribution reports, monthly and annual 2) Post-distribution monitoring reports 3) Pipeline report 4) COMPAS	Partners provide access to data	1) Percentage of planned distributions carried out on schedule 2) Percentage of planned commodities distributed 3) Percentage of overhead cost per beneficiary fed 4) Cost per ton delivered
Output 1.3:				
Supplementary dry take-home ration provided to 3,812 children under 5 and 1,906 pregnant and lactating women, chronically ill and elderly people without support during phase 1; 2,400 children and 1,200 lactating women and elderly people during phase 2	1) 3,812 moderately malnourished children (70-80 WFH Z score) assisted. 2) 1,906 vulnerable adults assisted and the planned figures for phase 2. 3) Current maternal mortality rate of 580/100,000 live births to be decreased	1) Nutritional reports from partners 2) MCH reports from UNHCR and partners	1) Other underlying causes of malnutrition addressed 2) Adequate nutritional programme coverage for food and non-food items available 3) Continuation of malnutrition early-warning system (MEWS) 4) Timely detection of malnourished children	1) Percentage of planned distributions carried out on schedule 2) Percentage of planned commodities distributed 3) Percentage of overhead cost per beneficiary fed 4) Cost per ton delivered
Output 1.4:				
Therapeutic feeding provided to 953 malnourished children under 5 in phase 1, and 600 children in phase 2	1) 953 severely malnourished children (less than 70 WFH Z score) assisted 2) Current child mortality rate of 1.4/10,000 to be decreased	1) Nutritional reports from partners 2) MCH reports from UNHCR and partners	1) Other underlying causes of malnutrition addressed 2) Adequate nutritional programme coverage of target population on food items; other interventions available 3) Continuation of MEWS 4) Timely detection of malnourished children	1) Percentage of planned distributions carried out on schedule 2) Percentage of planned commodities distributed 3) Percentage of overhead cost per beneficiary fed 4) Cost per ton delivered



PRRO SUDAN 10122.1 — FOOD ASSISTANCE FOR ERITREAN REFUGEES				
Vertical hierarchy of results	Objectively verifiable indicators	Means of verification	Assumptions	Management efficiency
Recovery				
Objective 2:				
Increased refugee access, especially women, to knowledge and skills in primary health, nutrition education (including food utilization), HIV/AIDS and income-generation through FFT programmes (Strategic Priority 4)	<ol style="list-style-type: none"> 1) Train refugees, especially women, in skills to strengthen coping mechanisms to enhance self-reliance, reduce dependence on food aid and facilitate easier reintegration 2) Number of refugees trained in each activity 3) Number of refugees employing the skills to improve their purchasing power 	Progress reports from implementing partners and WFP sub-offices working with the refugees	<ol style="list-style-type: none"> 1) Partner provides access to info/data. 2) sufficient resources/staff available 3) refugees' willingness to undergo trainings 	<ol style="list-style-type: none"> 1) Percentage of planned distributions carried out on schedule 2) Percentage of planned commodities distributed 3) Percentage of planned vs actual training
Output 2.1:				
Train 4,000 refugees, of whom 50 percent women, in skills to enhance household food security, including income-generation	<ol style="list-style-type: none"> 1) Number of refugees trained, by gender 2) Number of handicrafts manufactured 3) Percent of funds generated through sale of items 4) Increased refugee purchasing power 	Progress reports from implementing partners and WFP sub-offices	<ol style="list-style-type: none"> 1) Partners provide access to data 2) Sufficient resources and staff available, 3) Market viability 	
Output 2.2:				
Train 11,520 refugees, of whom 70 percent women, in hygiene, primary health, nutrition, food basket utilization and awareness of HIV/AIDS	<ol style="list-style-type: none"> 1) Number of refugees trained, by gender 2) Number of training sessions held 3) Decreased number of reported cases of disease and malnutrition as a result of newly acquired skills 	Progress reports from implementing partners, in particular medical partners, and WFP sub-offices	<ol style="list-style-type: none"> 1) Partners provide access to data 2) Sufficient resources and staff available 3) Refugees willing to be trained 	
Objective 3:				
Facilitate environmental rehabilitation of refugee-affected areas through FFW and (food for environmental rehabilitation (FFER) interventions.(Strategic Priority 2)	<ol style="list-style-type: none"> 1) Number of people employed in seedling production, transplanting and tree protection activities 2) Amount of firewood saved by employing energy saving methods calculated through the number of times women go to collect firewood/week 	Progress reports from implementing partners and WFP S.O	<ol style="list-style-type: none"> 1) Partners provide access to data 2) Sufficient resources and staff available 3) Refugees willing to be trained 	<ol style="list-style-type: none"> 1) Percentage of planned distributions carried out on schedule 2) Percentage of planned commodities distributed 3) Percentage of planned vs actual training



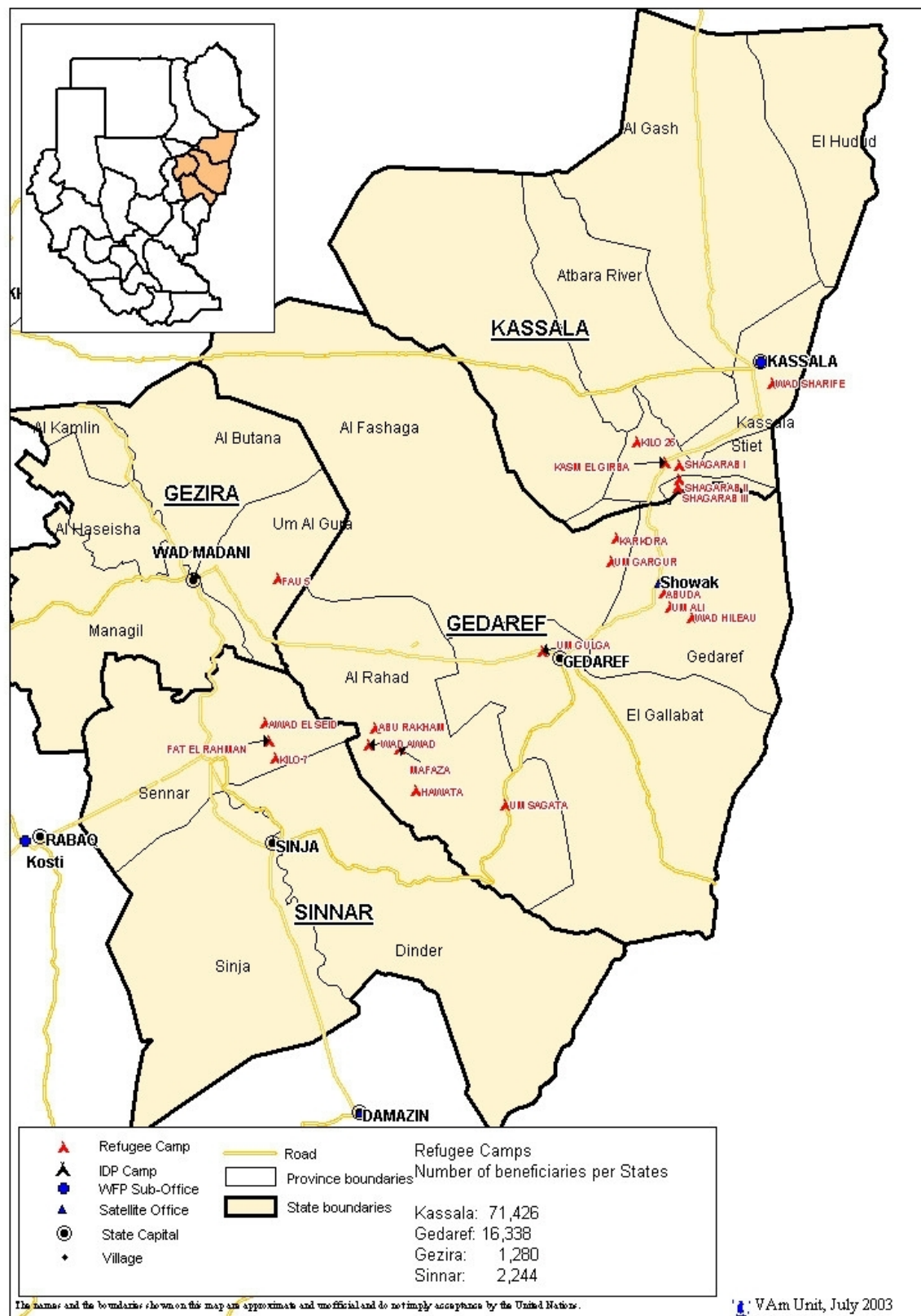
PRRO SUDAN 10122.1 — FOOD ASSISTANCE FOR ERITREAN REFUGEES

Vertical hierarchy of results	Objectively verifiable indicators	Means of verification	Assumptions	Management efficiency
Output 3.1:				
Involvement of 14,000 individuals, of whom 50 percent from host communities, in reforestation activities. Women's participation will account for 65 percent	1) Number of refugees trained, by gender 2) Number of training sessions 3) Number of trees planted 4) Number of ha rehabilitated 5) Percent of firewood saved as a result of training	Progress reports from implementing partners and WFP sub-offices	1) Partners provide access to data 2) Sufficient resources and staff available 3) Refugees willing to be trained	



ANNEX IV

WFP Refugee Programme in Sudan, 2003



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



ACRONYMS USED IN THE DOCUMENT

COR	Commissioner for Refugees
DSM	dried skim milk
EMOP	emergency operation
FFER	food for environmental rehabilitation
FFT	food for training
FFW	food for work
IDP	internally displaced person
IP	implementing partner
JFAM	joint food assessment mission
LTSH	landside transport, storage and handling
MEWS	Malnutrition Early Monitoring System
NFC	National Forestry Corporation
PRRO	protracted relief and recovery operation
RSD	refugee status determination
SRC	Sudanese Red Cross
UNHCR	Office of the United Nations High Commissioner for Refugees
WHO	World Health Organization

