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PROTRACTED RELIEF AND RECOVERY OPERATION— ETHIOPIA 10127.0

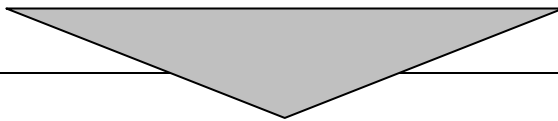
Food Assistance for Refugees in Ethiopia and for Refugee Repatriation

Number of beneficiaries	160,000
Duration of project	24 months (1 July 2002–30 June 2004)

	Cost (United States dollars)
Total project cost	56,339,322
Total cost to WFP	40,369,322
Total food cost	15,890,656
UNHCR costs	15,970,000

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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.

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Executive Summary

By the end of September 2001, Ethiopia was hosting 167,000 refugees, comprising 86,100 Somalis, 76,100 Sudanese and 4,800 Eritrean refugees. The first wave of Somali and Sudanese refugees arrived in Ethiopia in the late 1980s. The Somalis were escaping escalating civil conflict in northwestern Somalia and the Sudanese sought refuge from fighting in southern Sudan. The Eritrean refugees arrived in Ethiopia in May 2000 during the war between Eritrea and Ethiopia.

During the lifespan of this protracted relief and recovery operation (PRRO), it is anticipated that the Somali refugee population will continue to decline, as it has from 1997 to 2001, owing to the ongoing repatriation. On the other hand, it is expected that the number of Sudanese refugees will increase due to the continuing conflict in southern Sudan. The Eritrean number is also expected to increase slightly, due to fear of persecution in Eritrea. However, by June 2004, when the proposed PRRO is due to terminate, the total refugee number is expected to decrease to about 143,000.

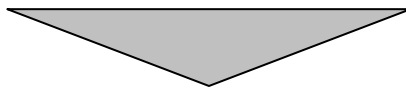
The PRRO will provide 84,555 mt of food commodities over a two-year period, at a cost of US\$40,369,322. Owing to their limited coping strategies, the refugees in Ethiopia are almost totally dependent on the food rations provided by WFP. In addition to monthly food rations for the refugees, WFP will provide supplementary and therapeutic feeding for malnourished children, expectant and nursing mothers, and some medical patients, such as those suffering from tuberculosis and HIV/AIDS. Repatriation food packages will also be distributed to Somali refugees returning to northwestern Somalia to assist reintegration. The PRRO will be implemented in partnership with the Government of Ethiopia and the United Nations High Commissioner for Refugees (UNHCR).

The proposed PRRO has a recovery component that consists of food-for-work activities (FFW) for affected areas in and around some of the Somali, Sudanese, and Eritrean refugee camps. FFW will increase access to additional food resources for refugees as well as for vulnerable groups in the local communities. Second, it will help to redress the environmental degradation in the refugee-affected areas by undertaking reforestation and environmental regeneration activities. The second recovery component of the PRRO is the introduction of school feeding activities in the Sudanese and Eritrean refugee camps to encourage students, particularly girls, to continue attending school.

Given the great importance accorded to fighting the HIV/AIDS pandemic in Ethiopia, WFP is working in collaboration with UNHCR and the Government of Ethiopia's Administration for Refugee and Returnee Affairs (ARRA) to carry out public-awareness activities among the refugee and host communities in and around the camps.



Draft Decision



The Board approves PRRO Ethiopia 10127.0—Food Assistance for Refugees in Ethiopia and for Refugee Repatriation (WFP/EB.1/2002/8/5).



CONTEXT AND RATIONALE

Context of the Crisis

1. Owing to conflicts in their countries of origin, the Sudanese, Eritreans (Kunama) and Somalis have taken refuge in Ethiopia. WFP, the Ethiopian Government and UNHCR have provided general and supplementary food assistance to the refugees since 1988, with special attention given to women, malnourished children and others at risk. Since 1997 a number of Somali refugees and all the Kenyan refugees have repatriated. However, due to continuing violence in Sudan and potential persecution in Eritrea, repatriation to these countries is not feasible.
2. In addition to general food distribution, recovery activities are taking place in the east, where dispersed¹ Somali refugees and the host communities are benefiting from environmental and agriculture/pastoral rehabilitation projects through FFW. Around the Sudanese camps limited soil-conservation FFW projects are also taking place. Eritrean and Sudanese refugee children are unable to attend the Ethiopian school system due to its limited capacity, therefore ARRA runs schools in the camps. WFP provides school feeding in the Sudanese camps and intends to extend the activity to the Eritrean camps in the north.

Situation Analysis

3. Ethiopia is one of the least developed countries in the world, ranking 158th out of 162 according to the 2001 United Nations Development Programme (UNDP) Human Development Index. It has an estimated population of 61 million that is growing at a rate of 3.1 percent per year. The per capita gross domestic product (GDP) is estimated to be US\$574, with approximately 50 percent of the population living below the poverty line. Agriculture dominates Ethiopia's economy, contributing 51.5 percent to the GDP and providing, directly or indirectly, about 85 percent of total jobs.
4. The GDP average growth rate of 5 percent between 1995 and 2000 would suggest that the country is in a phase of relative prosperity, especially when that rate is compared with the negative growth rate between 1980 and 1995. However, this trend masks the reality of growing poverty for millions of people dependent on agriculture. This is evident in the widening gap between urban and rural populations' ability to meet basic needs. For instance, 86 percent of all Ethiopians live in rural areas. Of these, only 20 percent have access to safe water, compared with 80 percent in urban areas; 1 percent has access to sanitation compared with 60 percent in urban areas; and 5.9 percent of children attend primary school compared with almost 60 percent in urban areas.
5. Other indicators show Ethiopia below the average development of other sub-Saharan African countries. The country has a literacy rate of 33 percent, compared with 50 percent for sub-Saharan Africa. Forty-seven percent of children under 5 in Ethiopia are underweight, compared with 32 percent for sub-Saharan Africa. Ethiopia's rank in the Gender Development Index, which measures the overall human development of women in society, is also poor, at 141st out of 143 countries.
6. Most of the refugees live in the Gambella and Somali regions. The local populations in these areas have little access to education and health care. Road conditions in Gambella are

¹ The term "dispersed refugee" refers mostly to Ethiopian Somalis who were refugees in Somalia and fled the country after the fall of Said Barre's Government. This group has lived as refugees for the past ten years.



poor, limiting access to markets. While some areas in Gambella are producing surplus food, many locals are still dependent on food aid provided by non-governmental organizations (NGOs). The Somali region has suffered from three years of drought. In 2000, WFP and the Government of Ethiopia provided 60,830 mt of food aid to drought-affected people in the Somali region.

7. As of September 2001, Ethiopia was host to about 167,000 refugees. From 1988 to 1997, refugees fled Somalia as a result of the conflicts in northwestern Somalia and the fall of the Said Barre Government, and settled in nine camps in eastern Ethiopia. In addition to the Somali refugees, a significant number of Ethiopian Somalis, who had been refugees in Somalia earlier, joined the Somalis and settled as “refugees” in the same camps. Since Ethiopian Somalis and Somalis from Somalia belong to the same clans, speak the same language, practise the same religion (Islam), and have similar facial characteristics, it is not very easy to distinguish an Ethiopian Somali from a Somali across the border.
8. The first Sudanese refugees arrived in the mid- and late 1980s, fleeing insecurity and conflicts in southern Sudan. As of September 2001, 76,100 Sudanese refugees were residing in five refugee camps in western Ethiopia. Violence in southern Sudan continues to fuel a steady exodus into Ethiopia. As a result, UNHCR and ARRA set up the fifth camp in 2001 to accommodate an influx of 8,000 refugees from the Blue Nile region.
9. In May 2000, 4,164 Eritrean refugees entered northern Ethiopia, due to fear of persecution by the Eritrean Government, which accuses them of supporting Ethiopia during the border war. Information indicates that 2,000 to 6,000 Eritreans may still seek refuge in Ethiopia.
10. According to the results of the last WFP/UNHCR joint nutrition survey (May 2001), the nutritional status of children under 5 has improved in relation to previous surveys. However, survey results in one Sudanese camp indicate a deterioration in nutrition there, at 20.7 percent malnutrition in children under 5. The survey also indicates that 10 percent of new Eritrean arrivals are malnourished.

Government Recovery Policies and Programmes

11. The Ethiopian Government has an open policy allowing refugees into the country. ARRA coordinates the refugee operation in Ethiopia and works closely with various government bureaux such as Health, Water and Agriculture to provide assistance to the refugees in camps. Due to government policy, most refugees have little access to land or other means of income outside the camps.
12. ARRA, UNHCR and WFP Ethiopia work in close cooperation with the authorities of northwest Somalia to plan and execute repatriation activities. UNDP Somalia has initiated development projects targeting areas where refugees and internally displaced persons (IDPs) are returning.

Rationale

13. Over a twenty-four-month period, PRRO 10127.0 will provide 84,555 mt of food and assist in improving and sustaining the nutritional status of the camp refugees who do not have access to significant income or other food resources. PRRO 10127.0 will also provide assistance for Somali refugee repatriation, environmental and agriculture rehabilitation, and school feeding. Resources under the current PRRO, 6180.0, will not be fully utilized until June 2002. Therefore, WFP will extend the current PRRO, while PRRO 10127.0 will cover the period July 2002 to June 2004.



14. More than 12 years of refugee presence in the Somali region has had negative effects on the environment. A number of dispersed Ethiopian-Somali refugees will remain in the area, placing an increased burden on the social infrastructure and environment. WFP recovery assistance to the Somali refugee-affected areas will continue, with a focus on the host communities around the closed camps and refugees that have dispersed in the area.
15. Due to the ongoing conflicts in Sudan and fear of persecution on the part of the Eritrean refugees, Sudanese and Eritrean refugees will remain in Ethiopia, and their numbers may increase. Total self-reliance for these refugees is not feasible given the fragile environment and limited access to land, employment and income-generating activities. Nevertheless, WFP with its partners will gradually apply developmental approaches and recovery activities.

RECOVERY STRATEGY

Beneficiary Needs

16. UNHCR, WFP and ARRA conduct nutritional surveys of under-5 children in most camps every six months. WFP and UNHCR with ARRA also conducted a joint food needs assessment mission (JFAM) in August 2001. Coping mechanisms and sustainable solutions represented an important part of the assessment, with a particular focus on the coping strategies of the Sudanese refugees in the western camps.
17. Nutrition surveys in the west showed a significant increase in the rate of overall malnutrition in Pugnido camp (Sudanese) between November 2000 and May 2001, from 14.6 percent to 20.7 percent. Survey results indicate that the high malnutrition is attributed to: refugees' sharing rations with non-registered people claiming to be refugees; a deterioration of the water supply; and limited access to other means of income and food sources. Although the nutrition levels in another Sudanese camp (Dimma) have not deteriorated, they remain borderline, at 11 percent, and are a cause for concern.
18. The WFP Office of Evaluation's May 2001 evaluation noted that information on the prevalence of micronutrient deficiencies is not available. Since the evaluation, UNHCR, with the support of WFP, undertook a micro-nutrition survey in the western camps. Clinical examination indicated that, except for anaemia, there were no apparent micronutrient deficiencies among the refugees investigated. The UNHCR team was conducting additional tests to determine the cause of the anaemia, and therefore final results were not available at the time of this preparation.
19. The JFAM concluded that contributions from food production on legally owned Sudanese refugee plots made up between 5 and 10 percent of the total food supply for a refugee household. Food production in some camps is greater than 10 percent but takes place on fragile forest reserve land, which is illegal. Other refugee coping strategies include wood collection (all camps) and gold mining (Dimma), both of which are illegal and dangerous, and therefore cannot be considered as means to gain self-sufficiency.
20. Based on results from the 2001 JFAM and nutrition surveys, the general food rations for the Sudanese camps, particularly Pugnido and Dimma, should increase to a full ration, equivalent to 2,100 kcal per adult, to address malnutrition and ensure that calorie levels are in line with energy output. The JFAM concluded that providing vitamin-fortified wheat-soya blend in the two camps where nutrition levels remain stable should continue, owing to the unusually high presence of children under 5 in the camp (32.7 percent).



21. The Office of Evaluation mission also recommended the local purchase of sorghum for the food basket, as it is a traditional Sudanese staple food. However, sorghum is already cultivated by the refugees and easily found in the market, while wheat is not readily available. Wheat and sorghum are mixed together to make a traditional porridge and bread. Therefore, under this PRRO, wheat or sorghum—whichever is available from donors or on the market—will be procured, but WFP will distribute sorghum only when it is out of season (buying when prices are lowest).
22. Malnutrition rates in most Somali camps in July 2000 were high, at more than 10 percent. These high rates were attributed to low livestock milk production, poor child-care practices and the presence of drought-displaced Ethiopians living around the camps and sharing refugee rations thanks to clan linkages. UNHCR and WFP conducted training for the medical and nutrition staff to improve reaching and informing refugee mothers, and the WFP Emergency Unit worked in close cooperation with the local authorities to better target food assistance to the drought displaced. After these interventions, nutrition levels improved according to January 2001 survey results. As per Office of Evaluation recommendations, WFP and UNHCR will continue to focus on nutrition training for ARRA staff and refugees.
23. The 2001 JFAM concluded that the coping strategies of the Somali camp refugees and local residents include limited backyard gardens, remittances from abroad and, until recently, activities related to the livestock trade. The livestock export ban imposed in September 2000 and the deterioration in the value of the Somali shilling may have negatively affected the coping mechanisms of some of the Somali refugees.
24. The food basket and ration scale for the Somali refugees will remain at 1,730 kcal per person per day. Although the calorie level is low, the 2001 JFAM concluded that previous JFAM recommendations for the Somali camps were still valid. Previous JFAMs reported that Somali refugees were selling large quantities of Famix and some of the other food rations. The circulation of multiple ration cards was suspected as one of the major reasons for the sale of the commodities.² Providing blanket feeding to children under 5 rather than increasing the general ration is still the most appropriate means of ensuring that children get sufficient calories and vitamins. Once the repatriation programme ends and the remaining refugees are consolidated into one or two camps, WFP, UNHCR and ARRA will readdress the food basket for the remaining Somali refugees and consider introducing pulses.

Role of Food Aid

25. The refugee situation in Ethiopia is complex and therefore different groups of refugees—depending on their access to other resources, camp composition and situation in their home countries—require different food-aid strategies.
26. Owing to the prolonged civil war and threat of persecution, the Sudanese and Eritrean refugees are not expected to return during the life of this PRRO, and have limited options for self-reliance. Therefore, food aid will continue to provide refugees with their basic needs. With their limited coping mechanisms the refugees are more vulnerable to malnutrition and micronutrient deficiencies caused by disease, pregnancy, and poor

² Circulation of duplicated ration cards will be minimized with the introduction of UNHCR's computerized refugee registration system, coupled with random ration card spot checks performed by WFP food monitors during food distributions. WFP is also pushing for the owner's photograph to appear on each card to discourage misuse.



weaning practices. Therefore, WFP will continue to provide access to therapeutic and supplementary foods in all camps and blanket feed children under 5 in selected camps.

27. School feeding in the western camps will encourage refugee children, especially girls, to attend school, thus contributing to their future development while providing micronutrients. FFW activities in the Somali, Sudanese and, to some extent, Eritrean camps will enable people to create assets, develop skills and improve agriculture and livestock production through soil and water conservation activities. In order to increase women's access to resources, WFP will continue to introduce manual grinding mills, which are used and managed by women. Finally, WFP will assist all repatriating and dispersing refugees with food assistance to help them reintegrate in their homelands.

Programme Approaches

28. School feeding is expected to increase enrolment and reduce the drop-out rate of girls and boys. This activity, coupled with the provision by UNHCR of school uniforms and awards to female students, is expected to further increase attendance of girls, at least in the early school years (grades 1 to 4).
29. As a first step towards recovery, FFW initiatives target food-insecure refugee-affected communities where dispersed refugees will settle. The activities are in line with the Government's (including the Bureau of Agriculture's) priorities developed during UNDP-led workshops and WFP training on the local-level participatory planning approach (LLPPA).
30. The LLPPA is designed to foster greater community participation in identifying and implementing appropriate FFW projects and targeting the poor and marginalized. WFP uses the LLPPA successfully in the planning process of all FFW development projects (Project 2488), through community mobilization, targeting vulnerable groups, identifying proper land use, micro-watershed management or reforestation and soil conservation. It is a technique that is gender balanced and used to analyse the socio-economic and biophysical situation of a targeted community to help that community select and implement FFW options that benefit everyone equally.
31. This PRRO will use the LLPPA both to foster success of its FFW projects and create an overall environment that is more conducive to recovery. The recovery component will form part of the Ethiopia Country Programme in order to create links and achieve a high level of integration with WFP's development initiatives, which may lead to more sustainable recovery.
32. In order to increase awareness of WFP's mission and to mobilize funding for the PRRO, the country office plans to advocate the production of a short film on WFP's work at the refugee camps and organize camp visits for donors and journalists.
33. Given the great importance accorded to fighting the HIV/AIDS pandemic in Ethiopia, WFP is working in collaboration with UNHCR and ARRA to carry out public-awareness activities among the refugee and host communities around the camp settings.

Risk Assessment

34. Civil conflict continues in southern Sudan, which could lead to a sudden large influx of refugees and affect the nature of the PRRO's food aid assistance, forcing WFP to put its resources solely into relief food. Currently northwestern Somalia is relatively secure, allowing the repatriation of Somali refugees. However, peace in northwestern Somalia and Somalia as a whole is fragile and could deteriorate with little warning, precipitating a large influx of refugees, placing repatriation and recovery activities in jeopardy.



35. The Somali region in Ethiopia is also known for periodic unrest. The FFW projects are located in areas considered fairly secure for WFP staff to travel. However, these areas are vulnerable to the changing political climate in both Ethiopia and Somalia. Should these areas become less secure, it will affect WFP's capacity to monitor the FFW projects and may affect implementation.
36. Many of WFP's activities, such as school feeding and FFW, rely on complementary activities and non-food inputs from partner agencies. If partner funding is reduced or partner capacity limited, this will put WFP's activities at risk.

Objectives and Goals

37. The overall goal of this PRRO is to ensure that refugees have access to basic food that meets their daily nutritional requirements until they repatriate in their country of origin or can provide for themselves in the host country.
38. The immediate objectives of the operation are to:
- meet the nutritional needs of refugees, with special attention to women, malnourished children and others at high risk;
 - support repatriation of refugees and to meet their essential nutritional requirements during repatriation and reintegration;
 - enable households to invest in human resources through education by increasing school enrolment and minimizing drop-out, especially among girls;
 - mitigate the effects of natural disasters in refugee-affected areas by assisting environmental rehabilitation and improving the physical infrastructure; and
 - increase female participation in food management and food distribution.

IMPLEMENTATION BY COMPONENT

Protracted Refugee

📌 *Beneficiaries and the Food Basket*

39. As of September 2001, there were 76,100 Sudanese refugees, 4,164 Eritreans and 86,100 Somali refugees. For the purpose of this PRRO, WFP will use overall planning figures of 100,000 Sudanese and 6,000 Eritrean refugees, as these numbers are expected to increase. The initial planning figure for the Somali refugees was 67,000. However, considering the ongoing repatriation programme, this number is expected to decline rapidly over the next year. Therefore the planning figure for 2003 will be an average of 56,870, and for 2004 the planning figure is 37,200.
40. The average number of beneficiaries during the two-year PRRO is approximately 160,000, of which females comprise 47.7 percent. Please refer to Annex III for details on the beneficiaries.



Selection of Activities

📌 **Activity 1: General Rations**

41. All refugees registered by UNHCR and ARRA and residing in camps receive a monthly general food ration. The food basket and the ration scales vary from one refugee group to another, depending on the food habits and the available traditional coping mechanisms. Please refer to Annex III for specific information on food rations.

📌 **Activity 2: Special Feeding Programmes**

42. Blanket, supplementary and therapeutic feeding programmes will target children under 5, malnourished children, expectant and nursing mothers and other vulnerable groups living in the refugee camps.
43. Blanket feeding is provided in camps where children under 5 have a weight for height (WFH) greater than 80 percent, considered at risk.
44. Supplementary take-home rations will continue to be provided in all camps for children under 5 with a WFH of 70–80 percent for expectant and nursing mothers and for other vulnerable refugees sent by a doctor.
45. Therapeutic feeding will be provided to children of below 70 percent WFH and children with oedema, as well as medical cases such as tuberculosis and those believed to be suffering from HIV/AIDS.

📌 **Activity 3: Repatriation**

46. The Voluntary Repatriation Programme (VOLREP) has facilitated the repatriation or dispersal (within Ethiopia) of more than 165,000 Somali and Kenyan refugees since 1997 and resulted in the closure of three Somali refugee camps and one Kenyan camp. Under this PRRO, WFP intends to continue to support UNHCR and ARRA's efforts to repatriate a further 30,000 to 45,000 refugees and close at least three additional camps.
47. WFP will provide each refugee and dispersee with a nine-month food ration to assist reintegration in his/her home areas. Repatriation rations are normally provided in the country of origin. However, because of WFP's limited presence in northwestern Somalia, WFP Ethiopia provides the repatriation ration to the refugees prior to their departure.

Recovery

📌 **Beneficiaries**

48. The school feeding programme will include girls and boys attending primary school in four Sudanese camps (Bonga, Dimma, Pugnido and Sherkole) and the primary school in one Eritrean camp. WFP estimates the total number of beneficiaries in the school feeding programme will be 13,000, with the objective of at least 35 to 40 percent of them being girls—an increase from 19 percent in the previous school feeding programme.
49. FFW projects will target food-insecure communities as well as vulnerable Sudanese refugees in the west and dispersed Somali-Ethiopian refugees in the east. WFP estimates that about 2,500 people will participate in the west and 11,000 in the east for an average of 90 days. Please refer Annex III for details.



📌 **Activity 1: School Feeding**

50. After the pilot school feeding programme began in 2000 in one of the Sudanese camps, the results were encouraging. In view of this, the school feeding programme will expand to five camps. With the increased enrolment of children, particularly girls, the programme requires a large amount of fuelwood, which is difficult to obtain in the refugee-affected areas. Therefore, WFP and UNHCR are investigating different fuel alternatives and testing various fuel-saving stoves.

📌 **Activity 2: Food for Work**

51. Food-for-work activities started in 2000 in one of the Sudanese camps (Dimma). In 2001 FFW activities, such as prevention of environmental degradation in the refugee-affected areas via carefully selected reforestation and regenerative activities, were also introduced in some of the Somali camps. In line with the LLPPA, different participatory tools will be used in order to reach refugees and members of local communities that will benefit most from FFW opportunities.
52. With the WFP vulnerability and analysis mapping unit (VAM), techniques such as vulnerability ranking and socio-economic surveys will be used to target female-headed households, small families or families without additional sources of income apart from their general or repatriation ration. Training of small groups, especially women, will be organized to carry out the management of FFW activities.
53. As much as possible, FFW participants should have a stake in the FFW results or assets. For example, refugees who participate in the reforestation activities collect fuelwood in the same area. Through close involvement of the participants in environmental rehabilitation, the projects aim to create environmental awareness and sustainability.
54. As per LLPPA techniques, implementation strategies will be based on assessments of land- and forest-use systems, topography, farming practices, etc. Implementation will take place through cooperation with implementing partners.
55. The PRRO recovery component will be incorporated into the overall Ethiopia Country Programme. A logframe planning workshop in January 2002 will further develop linkages between the PRRO and the Ethiopia development activities.

Institutional Arrangements and Selection of Partners

56. WFP works in partnership with ARRA and UNHCR. ARRA, on behalf of the Government, is responsible for the coordination of assistance to refugees and the management of refugee camps. The UNHCR is the lead United Nations agency responsible for the overall protection, care and maintenance of the refugees, including provision of water, health, education, shelter, community services and complementary food supplies.
57. ARRA health personnel run the special feeding programmes, monitored by WFP food-aid monitors, a nutritionist and UNHCR health personnel. Community health workers also assist in monitoring and referring potentially malnourished children to the feeding centres to be weighed and admitted to the appropriate programme.
58. The school feeding programme is implemented in cooperation with UNHCR, ARRA and in the north with the International Rescue Committee (IRC). WFP provides the schools with fortified blended food and sugar, with which refugee women prepare a porridge for the children to eat during a break. UNHCR and WFP will share the cost of non-food items, payment to the cooks and shelters, and ARRA will provide the fuelwood for the stoves.



59. Regarding FFW in the western camps, WFP, UNHCR and ARRA closely work with Natural Resource Development and Environmental Protection (NRDEP), a department of the Bureau of Agriculture. NRDEP started projects in four western camps in 1994 (seedling production, replantation, rural development) based on funds from UNHCR. In the future, the expertise and knowledge of ZOA (*Zuid Ost Azie*, or South East Asia) Refugee Care (an NGO) will also be tapped to create environmental awareness through organizing meetings for refugees and members of the local communities. ARRA will be responsible for the food distribution.
60. In the Somali region, WFP, UNHCR and ARRA have signed a Memorandum of Understanding (MOU) with the Livestock Environment Crop Development Bureau (LECDB) in the region, a department of the Bureau of Agriculture, which is actively involved in rural development projects in the region. LECDB is responsible for the implementation of the environmental activities while strengthening community participation. The NGO Hope for the Horn (HFH) will implement the FFW activities on behalf of LECDB where the latter's representation is limited. HFH is a UNHCR implementing partner and a leading NGO in the region regarding environmental rehabilitation activities.
61. UNHCR and ARRA are both responsible for the screening of new arrivals from Sudan and Eritrea to determine their status. If the arrivals meet the criteria for refugees, they are registered and directed to one of the six refugee camps in the west and north. The screening and registration process is open to abuse from refugees who register more than once or to Ethiopians living in nearby towns. Therefore, WFP, UNHCR and ARRA conduct periodic revalidation exercises to minimize abuse. A revalidation of refugees will be carried out at least once during the life of the PRRO and verification of refugee numbers by cross-checking distributions with refugee cardholders as necessary. In addition, UNHCR is in the process of computerizing the refugee lists, which will also allow a more accurate count of food-aid beneficiaries as well as provide more detailed information on gender, age and origin. UNHCR and ARRA have not registered any additional refugees in the Somali camps since 1997, and no revalidation has taken place since November of that year.
62. The focus of all agencies, including WFP, will continue to be repatriation. Every three to six months, UNHCR, ARRA and WFP agree upon a general voluntary repatriation plan for a certain number of repatriates pre-determined by a voluntary registration process and based on available resources. Each month, UNHCR, ARRA and WFP determine how many registered refugees can be processed and either repatriated or dispersed during the month. Based on this number, WFP sends food to the designated camps. Then, following the pre-approved schedule, ARRA distributes the WFP food, UNHCR non-food items and cash grants to the refugees. The refugees then board trucks bound for the northwestern Somali border or leave the camp for their area of origin within Ethiopia.
63. During this PRRO, WFP will build on existing partnerships with other government bodies and NGOs. Specifically, partnerships will be established with NGOs providing educational and environmental assistance, such as IRC and ZOA Refugee Care. Currently WFP is working with NRDEP/Bureau of Agriculture, the NGOs *Médécins sans Frontières* (MSF)-Belgium and HFH. Letters of Understanding signed between WFP and ARRA and NGOs for the implementation of this PRRO will take into account WFP's Commitments to Women.



Capacity-building

64. In 1999 and 2000, WFP's logistics unit trained ARRA storekeepers in the camps. Following the training, there was a marked improvement in warehouse maintenance and monitoring. Similar training will continue in the north, and follow-up training will be conducted to ensure that the warehouse management improvements continue.
65. With the assistance of WFP's gender focal point, WFP will continue to follow up training provided to WFP staff and implementing partners on mainstreaming gender. WFP and UNHCR now receive significant support in the efforts to mainstream gender in the projects.
66. Implementation of FFW activities will take place through capacity-building. In addition to WFP's training for ARRA and NRDEP staff on the LLPPA, the projects aim to build further on the technical capacity of the implementing partners (NGOs, Bureau of Agriculture, etc.). Regular meetings, exchange of information, technical assistance and monitoring visits will be increased. Agroforestry demonstrations, orientation meetings on environmental issues and exposure visits to rural and forestry sites in the region will be organized.

Logistics Arrangements

67. Prior to May 1998, most Ethiopia-bound cargo, including WFP commodities, was routed through the Eritrean ports of Assab and Massawa, with only limited (15 percent) imports via Djibouti. With the outbreak of hostilities between Ethiopia and Eritrea, both Assab and Massawa were closed to Ethiopia imports. The number of trucks available for movement of imports declined considerably, with subsequent destabilization of transport prices. There was an alteration of primary transportation corridors as well as of the infrastructure used to deliver food from ports to secondary distribution hubs. As a result of these changes WFP developed the Food Aid Transport System (FATS), comprising a fleet of (initially) 280 long-haul trucks contracted from 15 trucking companies. During the 2000/2001 operations, the FATS fleet expanded to 1,368 trucks from 21 companies. Each truck is assigned a specific turnaround time per destination in order to increase efficiency. WFP will arrange for transportation of food aid commodities from the ports of Djibouti or Berbera, or in the case of local purchases (Famix and salt), from the agreed extended delivery points (EDPs) or from the factory to the refugee camps. Cargos that arrive at the ports of Djibouti or Berbera will first be transported to the main hubs, i.e. Dire Dawa and Nazareth. Food will be moved by both road and rail.
68. At the 12 EDPs, ARRA, WFP's implementing agency, will receive and store WFP's food commodities. These EDPs are located in areas that are difficult to access and therefore expensive in terms of delivery costs. Final distribution of commodities to refugees will be agreed upon jointly by ARRA and UNHCR, in full consultation with WFP and in conformity with UNHCR and WFP commodity distribution guidelines.
69. Due to heavy rains, very poor road conditions and an influx of new refugees in the Sudanese camps, WFP will pre-position stock to cover up to three months' food rations, with a buffer stock for new arrivals of about one month, for each of the five camps. To accommodate the extra stocks, WFP will continue to support ARRA in making warehouse repairs and supply temporary storage facilities, where necessary. WFP will reimburse ARRA for costs of handling the WFP food.
70. In the Somali camps in the east, food stocks will be pre-positioned where repatriation is expected to take place. WFP and UNHCR have supplied all the camps with additional temporary storage facilities to accommodate the extra food.



71. ARRA is entrusted with the monthly distribution of WFP food and will maintain accounts for the receipt of food commodities at the EDPs, as well as accounts of food issued from EDPs and food distribution at each location. ARRA will report to WFP every month on the amount of food issued from EDPs, the ration scale, the number of beneficiaries and monthly stock balances, indicating cumulative quantities from the beginning of the operation to the end of the period under review. In all camps, women's groups are involved in the practical and monitoring phase of the distribution process.
72. Based on recommendations from JFAM 1999, WFP, UNHCR and ARRA changed the food distribution system in the camps. The food no longer goes to refugee leaders but to the heads of household. Under the new system, heads of households—especially female-headed—will have direct access to adequate food. Generally, able-bodied but vulnerable women are hired as “scoopers”, who distribute the food using standardized scooping tools and receive a small wage from UNHCR. The distribution sites are situated closer to the refugee camp villages, thus making it easier for the refugees who collect the food—usually women and girls. The heads-of-household system is also easier for WFP and its partners to monitor, as it is orderly and less susceptible to abuse.

Monitoring and Evaluation

73. WFP employs five food aid monitors to monitor food distribution, evaluate the impact of food aid—particularly at the household level—and to assist ARRA in reporting on food distribution and use. Training has started and will continue to prepare WFP staff to conduct better post-distribution monitoring and gather more detailed information on beneficiaries.
74. UNHCR, ARRA and WFP will continue to organize nutritional surveys twice a year that maintain an effective surveillance system for monitoring the nutritional status of refugees, with special attention to children under the age of 5 and expectant and nursing mothers. Results of the nutritional surveys will be used to gauge the efficiency of supplementary and therapeutic feeding programmes.
75. Once UNHCR computerizes its refugee registration system, WFP, UNHCR and ARRA will be in a position to monitor food distributions accurately and provide more accurate information on beneficiaries by gender as well as how to identify and meet special needs.
76. Joint UNHCR/ARRA/WFP missions will visit refugee camps every six months on a rotating basis to check progress made in the tripartite agreement. Emphasis will be on meeting goals and deadlines for integration of gender priorities, women's participation on food aid committees and other food management decision-making bodies. The missions will also monitor the impact of refugees on the environment and the progress of environmental rehabilitation activities.
77. FFW activities will be monitored at regular intervals. The impact and progress of the activities is reviewed annually based on community plans and the implementation process. Monitoring formats designed for WFP's development activities will be introduced on all sites.
78. Due to the need for increased monitoring, higher staff travel costs are acknowledged in the future PRRO. Frequent or continuous presence in the 12 camps has helped to improve relations with partners and refugees, and better coordination has directly resulted in a significant reduction in food loss.



79. A number of indicators (related to food aid interventions, nutrition levels, school feeding, repatriation and environmental rehabilitation) will be used to monitor performance of the PRRO.

Security Measures

80. Ambushes, random shooting, and clashes between Somali factions and militia/military troops as well as landmines are the main threats to WFP staff in the Somali region.
81. Gambella, Pugnido, Assosa and Dimma in the west are located in remote areas with poor roads, inadequate medical facilities and an inefficient security network. Commercial and public vehicles travelling in these areas are sometimes subject to banditry.
82. During the course of 2000 and 2001, measures taken by WFP and the United Nations resulted in the improvement of staff safety. WFP and United Nations field security officers, posted in Jijiga and Gode, conduct regular security assessments. All field vehicles and offices are equipped with radios and first aid equipment. Satellite phones are available in offices in United Nations Phase III security areas. The WFP radio room in Addis Ababa provides 24-hour radio contact with field vehicles and field offices, and all WFP field staff in Ethiopia have received radio communication and security training.

Exit Strategy

83. The following indicators will be used to determine the appropriateness for phasing out WFP assistance:
- Refugees return home voluntarily and reintegrate in their home country.
 - Refugee access to land and harvest increases sufficiently to move from emergency food aid to development programmes. This will be based on results from food security and crop assessments.

Contingency Mechanism

84. This PRRO aims to repatriate between 30,000 and 45,000 Somali refugees and assist, through general rations, an average of 160,000 refugees. However, given the uncertain political situation in both the Sudan and Somalia, WFP has incorporated contingency food needs into its planning figures. Food needs are planned assuming the refugees will depart at the end of each year. In this manner, WFP will be able to assist the full number of refugees should they not depart until the end of the year, while still meeting their repatriation needs. WFP Ethiopia also aims to maintain a three- to six-month food supply in the main hubs so that WFP can accommodate larger-than-expected influxes or provide for an increase in the repatriation programme. This is necessary given the fact that a lead time of about six months is required from the time WFP Headquarters initiates the process to the time the food arrives in Ethiopia. The contingency component is estimated at about 6,850 mt of food, or 8 percent of the total food requirement of the PRRO. WFP will adjust requirements and call-forwards as necessary.

BUDGET PROPOSAL AND INPUT REQUIREMENTS

85. PRRO 10127.0 will cover a total number of 160,000 beneficiaries over a two-year period (1 July 2002–30 June 2004). The total costs to WFP of the PRRO expansion



amounts to US\$40.4 million, which includes a food cost of US\$15.9 million. The UNHCR contribution to the PRRO is estimated at US\$16 million.

RECOMMENDATION

86. The PRRO is recommended for approval by the Executive Board, within the budget provided in the Annexes.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Wheat	68 903	130	10 128 685
– Pulses	5 093	360	1 257 992
– Vegetable oil	4 214	700	2 920 025
– Iodized salt	586	110	43 927
– Sugar	1 593	245	398 200
– CSB	4 168	360	1 141 898
Total commodities	84 555		15 890 656
External transport			5 438 810
Landside transport			
Subtotal for ITSH			
Total LTSH			12 429 584
Other direct operational costs			267 250
Total direct operational costs			34 026 300
B. Direct support costs (see Annex II for details)			
Total direct support costs			3 422 050
C. Indirect support costs (7.8% of total direct costs)			
			2 920 971
TOTAL WFP COSTS			40 369 322

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



ANNEX II

DIRECT SUPPORT REQUIREMENTS (<i>dollars</i>)
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Staff	
International professional staff	1 076 000
National general service staff	402 000
Temporary assistance	42 000
Overtime	20 000
National consultants	576 500
UNVs	242 500
International consultants	32 750
Incentives	30 000
Staff duty travel	110 500
Staff training and development	40 000
Subtotal	2 572 250
Office expenses and other recurrent costs	
Rental of facility	190 000
Utilities (general)	75 000
Office supplies	50 800
Communication and IT services	90 000
Insurance	30 000
Equipment repair and maintenance	75 000
Vehicle maintenance and running cost	143 000
Other office expenses	60 000
United Nations organization services	1 000
Subtotal	714 800
Equipment and other fixed costs	
Furniture, tools and equipment	90 000
TC/IT equipment	45 000
Subtotal	135 000
TOTAL DIRECT SUPPORT COSTS	3 422 050



ANNEX III

NUMBER OF BENEFICIARIES—(PROTRACTED REFUGEE COMPONENT)

	Sudanese refugees			Somali refugees			Eritrean refugees		
	2002	2003	2004	2002	2003	2004	2002	2003	2004
Protracted Refugee									
General distribution	100 000	100 000	100 000	66 876	56 876	37 216	6 000	6 000	6 000
Supplementary feeding programme	4 967	4 967	4 967	2 846	2 476	1 759	108	108	108
Therapeutic feeding programme	578	578	578	376	323	218	14	14	14
Blanket feeding Programme	11 230	11 230	11 230	8 398	7 698	6 422	900	900	900
Repatriation				30 000	10 000	5 000			

FOOD RATIONS—PROTRACTED REFUGEE COMPONENT

General ration	Cereals	Oil	Pulses	Salt	Sugar	Famix	Total Kcal
Somali							
Per/person/day (g)	400	35		5	25		1 730
Monthly (kg)	12	1.05		0.15	0.75		
Repatriation	150kg	5lt	10kg				
Sudanese							
Per/person/day (g)	500	30	60	5			2 116
Monthly (kg)	15	0.90	1.8	0.15			
Eritrean							
Per/person/day (g)	500	30	60	5			2 116
Monthly (kg)	15	0.90	1.8	0.15			
Repatriation							
Per/person/month	150kg	5lt	10kg				2100

FOOD RATIONS—PROTRACTED REFUGEE COMPONENT

	Oil	Sugar	Famix	Therapeutic milk	Total Kcal
Supplementary					
Per/person/day (g)	20	15	200		1 000
Therapeutic					
Per/person/day (g)	35	30	125	160	1468
Blanket					
Per/person/day (g)	10	20	150		769



NUMBER OF BENEFICIARIES—RECOVERY COMPONENT								
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	Sudanese refugees			Somali refugees			Eritrean refugees		
	2002	2003	2004	2002	2003	2004	2002	2003	2004
School feeding programme	13 000	13 000	13 000				1 000	1 000	1 000
Food-for-work (FFW) pilot programmes in refugee-affected areas	2 500	2 500	2 500	11 000	11 000	11 000	500	500	500

FOOD RATIONS—RECOVERY COMPONENT			
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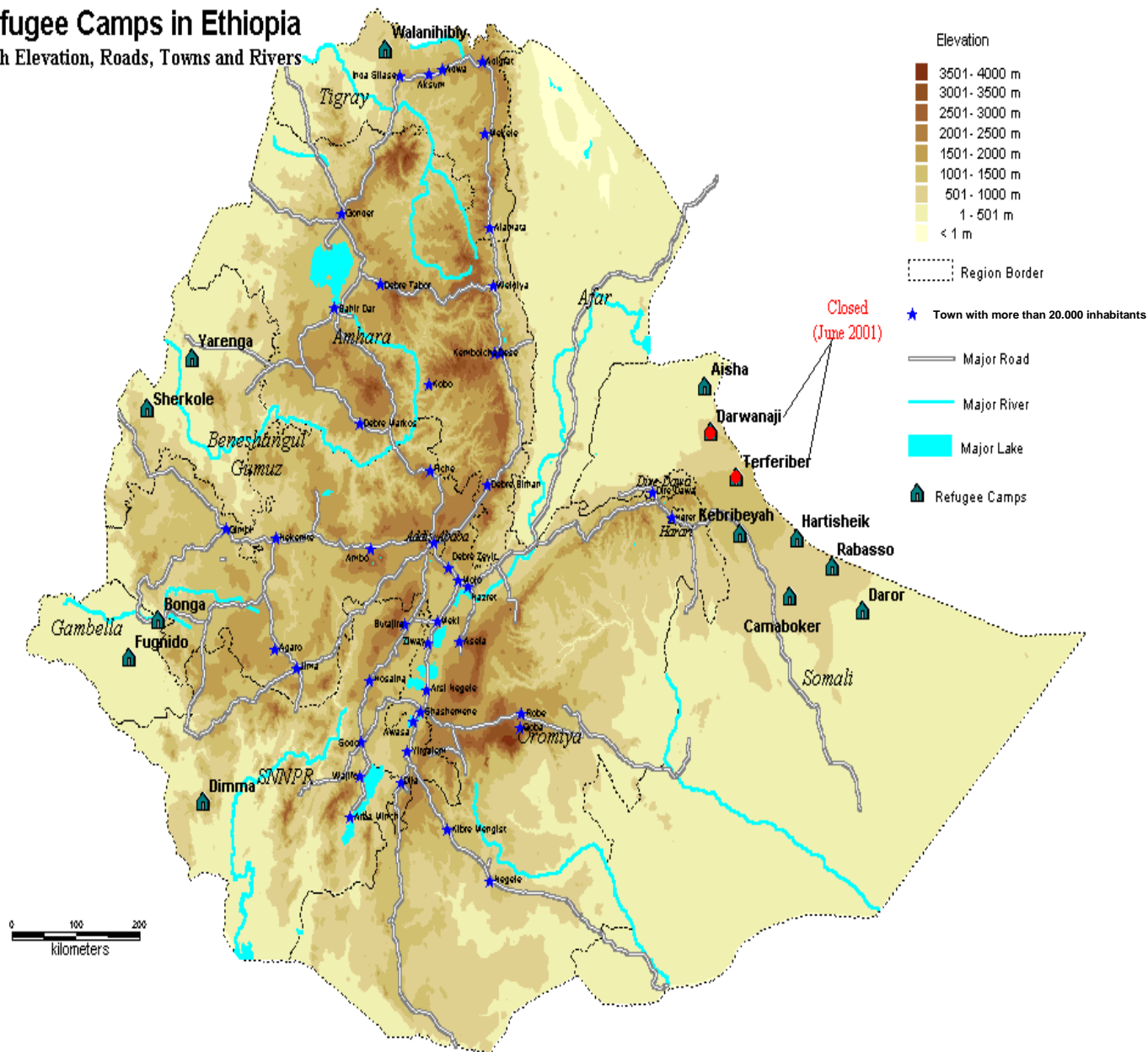
	Cereals	Famix	Sugar	Kcal
School feeding (per/person/day)		100g	25g	470
Food for work (per/person/day)	3kg			200*

* Assumes a family ration—5 persons/per/household.



ANNEX IV

Refugee Camps in Ethiopia with Elevation, Roads, Towns and Rivers



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

ARRA	Government of Ethiopia's Administration for Refugee and Returnee Affairs
EDP	Extended delivery point
FATS	Food Aid Transport System
FFW	Food for work
FOB	Free On Board
GDP	Gross domestic product
GOE	Government of Ethiopia
HFH	Hope for the Horn
IRC	International Rescue Committee
JFAM	Joint food needs assessment mission
LECDB	Livestock, Environment, Crop Development
LLPPA	Local-level Participatory Planning Approach
NGO	Non-governmental organization
NRDEP	Natural Resource Development and Environment Protection
OEDE	WFP Office of Evaluation
PRRO	Protracted relief and recovery operation
SSA	Sub-Saharan Africa
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
VOLREP	Voluntary Repatriation Programme
WFH	Weight for height

