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PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 7

PROTRACTED REFUGEE AND DISPLACED PERSON PROJECT ETHIOPIA 5241.03

Food assistance for Somali, Sudanese, Djiboutian and Kenyan refugees in Ethiopia

Duration	Eighteen months (from 1 July 1998 to 31 December 1999)
Number of beneficiaries	336,000
WFP food cost	21,544,750 dollars
Total cost to WFP	43,623,782 dollars
Total cost to others	18,000,000 dollars
Total cost	61,623,782 dollars

All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 6.94 birr in March 1998.



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NOTE TO THE EXECUTIVE BOARD

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

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

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

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BACKGROUND AND RATIONALE FOR PROVIDING ASSISTANCE

Background

1. For over a decade Ethiopia has provided asylum to refugees from neighbouring countries (Somalia, Sudan, Kenya and Djibouti), while at the same time some of its own population have sought refuge in Sudan and Kenya. WFP has provided emergency food assistance to refugees in Ethiopia and to Ethiopian returnees through emergency interventions and protracted refugee operations (PROs). Relief is currently provided under PRO 5241.02 (Food assistance for Somali, Sudanese, Djiboutian and Kenyan refugees in Ethiopia and Ethiopian returnees from neighbouring countries). At a total cost to WFP of 43.2 million dollars, PRO 5241.02 was designed to provide 81,510 tons of food to 296,700 refugees and 10,000 returnees over 18 months ending 30 June 1998.
2. At present, approximately 313,000 refugees receive WFP assistance on a monthly basis. Food packages have also been distributed to 10,000 Ethiopian returnees from Sudan and for the repatriation of 20,000 Somali refugees. The consequent increase in food requirements was met through a budget revision of the current phase of the PRO.
3. Detailed information on the refugee population is given in the section on Beneficiaries.

Rationale for providing assistance

4. From 22 November to 5 December 1997, WFP, UNHCR and the Government of Ethiopia's Administration for Refugee and Returnee Affairs (ARRA) undertook a Joint Food Assessment Mission (JFAM) which reviewed implementation of the ongoing PRO. The JFAM assessed food aid requirements for a further period of assistance by studying the socio-economic, health and nutritional situation of the various refugee populations.
5. The JFAM visited four Somali refugee camps in eastern Ethiopia and three Sudanese refugee camps in western Ethiopia. Weather constraints prevented visits to areas hosting Djiboutian and Kenyan refugees.
6. The mission found that the general health situation and health services in the Somali refugee camps had improved since 1996. However, the overall nutritional situation in Somali refugee camps was between borderline-poor and poor with only two out of eight refugee camps considered to have satisfactory nutrition levels. In the Sudanese refugee camps, the mission found that the general health situation had not improved through 1997, and that the overall nutritional situation in the four Sudanese refugee camps had deteriorated over the year. Results of recent nutritional surveys in the camps are given in paragraph 47.
7. The JFAM believed that the nutritional decline was caused, inter alia, by shortcomings in health and sanitation services, poor access to clean water, sale of part of the food ration to purchase other essential items due to a lack of income-generating possibilities, and incomplete food rations resulting from poor distribution systems.
8. As a result of limited agricultural and/or income-generating activities, food assistance remains the main, if not the only, source of nutrition for the refugee population. Therefore, food relief will continue to be required to meet basic needs and alleviate human suffering.



The JFAM recommended the continuation of free food distribution to the refugees and the strengthening of efforts to improve health services, clean water access and other needs.

GOVERNMENT(S) POLICY/ACTIONS

9. The Government of Ethiopia has maintained an open-door policy and granted asylum to populations seeking refuge. ARRA, on behalf of the Government, is responsible for the coordination of assistance to refugees and for the management of refugee camps.
10. Despite the Government's open-door policy, the economic situation facing Ethiopia prevents it from covering entirely the refugees' subsistence costs. The Government has thus appealed to WFP to supply food assistance and the corresponding landside transport, storage and handling (LTSH) subsidies for a further period of 18 months after the end of the current PRO.

DEVELOPMENT CONSIDERATIONS

11. The need to move from free food distribution to more development-oriented activities after ten consecutive years of assistance is recognized. However, the potential for such activities remains limited.
12. Lack of land and water prevents the expansion of agricultural activities within Somali refugee camps. Although land is available for rent, prices are prohibitive for most refugees. Furthermore, agricultural areas around Somali refugee camps depend on irregular rainfall which is often insufficient even for personal use, let alone irrigation.
13. A few Somali refugees are engaged in small-scale economic activities but the majority are economically dependent on the collection and sale of firewood, a task usually left to the women and children who walk up to nine hours a day to collect wood bundles. The distances they cover for a meagre economic return plus the damage caused to the environment suggests that this activity should not be encouraged by a reduction in the food ration.
14. Sudanese refugee camps are situated in areas that offer better opportunities for self-reliance than the Somali refugee camps. Limited crop and vegetable production is practised in backyard gardens and communal areas in settlements. Harvests are primarily for home consumption although some products are marketed. Agricultural activities are constrained by limited land availability and poor yields because of insufficient supply of seeds and tools and inadequate/untimely technical assistance. Food self-sufficiency through farming cannot be achieved until these issues are addressed.
15. The JFAM observed that 1997 had witnessed a marked increase in the level of agricultural activity in and around Sudanese refugee camps. Whilst the JFAM acknowledged this as an achievement, it also noted that agriculture still provides only a small percentage of the refugees' overall food needs.
16. It should be noted that Sudanese refugees do not have the right to farm on communal land and that some activities, such as fishing and firewood-collection, are considered illegal and cannot be deemed sustainable.



17. Additional income-generating activities will be developed to empower women. WFP will provide high-capacity manual milling machines to Somali and Sudanese women's groups/cooperatives. The cost of these mills is estimated at 240,000 dollars and is provided for under the Direct Support Costs. UNHCR has supplied Somali women's associations with sewing machines and cloth and provided tailor training. The sale of ready-made clothing will provide income. In the Sudanese camps, ARRA is coordinating training in brick-making as a further income-generating project.

OBJECTIVES OF WFP ASSISTANCE

18. The objectives of WFP assistance are:
- a) to provide refugees access to basic food to meet their requirements until they can provide for themselves or be repatriated; and
 - b) to maintain or improve, where needed, the health and nutritional status of refugees with special attention to women, children and others at high risk. Particularly vulnerable groups, such as expectant and nursing mothers, children under five years of age and the sick, will be targeted through supplementary and therapeutic feeding programmes.

BENEFICIARIES

Somali refugees

19. The four main groups of beneficiaries are the Somali, the Sudanese, the Djiboutian and the Kenyan refugees.
20. There are nine Somali refugee camps in eastern Ethiopia spread over a wide area along the Somali-Ethiopian border. Five of them (Hartisheik A, Hartisheik B, Rabasso, Daror, and Camaboker) were established in 1988 when thousands crossed the border following an escalation in the conflict in Somaliland (north-west Somalia). The other four refugee camps (Darwonaji, Teferiber, Aisha and Kebre Beyah) were established in 1991 after a further influx resulting from the fighting that led to the defeat of Siad Barre's Government forces by the Somali National Movement.
21. A revalidation exercise carried out in September 1994 reduced the registered refugee population from 600,000 to 184,900. However, a further outbreak of inter-clan conflict in Somaliland, at the end of 1994, led to a new flow of more than 90,000 refugees. In November 1997 a revalidation exercise brought down the feeding population figure of 277,755 to 242,158 registered Somali refugees. According to registration data there are 22,000 children under five years in the Somali camps and a total of 47,115 heads of families of whom about 60 percent are women.
22. Somali refugees in eastern Ethiopia originate predominantly from Somaliland. Over the last two years improved security and stability in Somaliland have encouraged many refugees to return home. During 1997, WFP provided 20,000 food packages in support of UNHCR's Somali Voluntary Repatriation Programmes (SVRP). The food for these returnees came from the ongoing PRO; this has stretched the already limited PRO



resources. According to UNHCR operational plans, a further 80,000 Somali refugees are expected to repatriate during 1998, and WFP will provide them with food packages. Food resources for this repatriation are covered under the recently approved emergency operation (EMOP) 5978.00 which also caters for future Ethiopian returnees from neighbouring countries; consequently, this group is no longer covered under the PRO.

23. Somali refugees who repatriate will surrender their registration cards and be removed from the PRO beneficiary lists. However, for planning purposes, the potential reduction in numbers is not reflected and a figure of 240,000 Somali refugees is used for this expansion of the PRO. Any eventual reduction in beneficiary numbers will result in either a de-earmarking of excess resources or an extension in time of the PRO beyond the 18-month planned duration.

Sudanese refugees

24. Sudanese refugees live in four camps in western Ethiopia where they receive WFP food assistance. Refugee numbers continue to increase as the civil war unrest consequent insecurity in southern Sudan have escalated leaving many people unable to pursue normal livelihoods. Internal displacement and cross-border movement of southern Sudanese continue and it is expected that many will remain in Ethiopia and indeed possibly more will arrive during the next PRO period.
25. The Sudanese refugees who entered the country in the late eighties or early nineties settled in three camps (Fugnido, Dimma and Bonga) near Gambela and Mizan Teferi in western Ethiopia. To accommodate the more recent arrivals, a new refugee camp (Sherkole) near Asosa was established in March 1997.
26. In March 1997, a revalidation exercise in the Sudanese camps resulted in a reduction of the population receiving food aid from 72,804 to 36,000. Since then the number of refugees has risen steadily with the influx averaging about 1,700 persons per month. Latest data on the Sudanese camps show 13,600 children under five years; there is no current breakdown on heads of household but this will be obtained following the next revalidation exercise to be conducted later this year.
27. For phase three of the PRO a planning figure of 80,000 Sudanese refugees has been jointly agreed by WFP, UNHCR and ARRA. The higher planning figure is premised on latest information on the situation in southern Sudan particularly in terms of security and access of the population to food. Recent developments indicate that an increase in the numbers of Sudanese seeking refuge in Ethiopia is highly likely. Food distribution will be based on actual and registered figures, and WFP assistance will be adjusted accordingly.

Djiboutian refugees

28. Fighting and civil strife in the Afar areas of the Republic of Djibouti, in July 1993, caused some 18,000 Afars to cross the border to the north-east of Ethiopia (Region 2-Afar). The Government attempted to enumerate the influx but UNHCR/ARRA did not register this case-load. Registration was made difficult by the fact that most of the Afars are nomadic and do not live in camps. Currently, 8,000 Djiboutian refugees receive WFP food assistance, of whom 1,360 are reported as children under five years. Djiboutian refugees do not maintain any camp structures and food distribution is through village elders.



29. It is thought that many Djiboutian refugees may have meanwhile voluntarily repatriated. A WFP/UNHCR/ARRA review mission is planned for the first half of 1998 to review and verify the status and location of Djiboutian refugees, arrange for registration if required, and change the ration distribution system for increased transparency and accountability. Food assistance to this group will only be continued if needs are assessed and confirmed by the review mission. Meanwhile, a planning figure of 8,000 Djiboutian refugees is used for the PRO.

Kenyan refugees

30. Following ethnic conflict in northern Kenya in June 1993, some 10,000 persons fled to the area around Moyale and Dokisso in the south of Ethiopia close to the Kenyan border. ARRA conducted a registration in 1994 which placed the Kenyan refugee population at 8,670. Since then WFP has been providing food assistance to this number, of which 1,474 are children under five years.
31. Insecurity in northern Kenya has, until now, prevented the refugees' return. Increased stability is now reported and a joint WFP/UNHCR/ARRA mission plans to visit Moyale in the first half of 1998 to assess the situation with specific focus on potential repatriation, to arrange for registration if required, and to change the ration distribution system for increased transparency and accountability. Food assistance to this group will only be continued if needs are assessed and confirmed by the review mission; meanwhile, a planning figure of 8,000 Kenyan refugees is used for the PRO.

Planning figures

32. The planning figures of refugees to be covered under PRO Ethiopia 5241.03 are as follows:

Country of origin	Number
Somalia	240,000
Sudan	80,000
Djibouti	8,000
Kenya	8,000
Total	336,000

NON-FOOD INPUTS

33. WFP, UNHCR and non-governmental organizations (NGOs) will coordinate efforts to promote the use of non-food aid inputs to encourage and support refugees in attaining self-reliance. The provision of seeds and agricultural tools will be given special attention and related technical advice and assistance will be sought from the Food and Agriculture Organization (FAO).
34. A distribution schedule for non-food items such as soap, blankets, jerry cans and plastic sheeting will be developed by UNHCR in coordination with ARRA and WFP.



35. Efforts to achieve the target of providing 20 litres of clean water per person per day will continue. Increased capital investment at some refugee camps will be necessary to carry out essential repair and maintenance to water systems.
36. In order to meet milling requirements in a sustainable manner, high-capacity manual milling machines will be supplied by WFP to women's associations who will manage them as income-generating activities.

MODE OF IMPLEMENTATION

37. The current distribution procedure for the two main groups of refugees, Somalis and Sudanese, is to selected group leaders of 20 families or more. In view of serious shortcomings, the JFAM recommended that a more effective system be developed to assure more equitable distribution and to improve control mechanisms. Distribution systems will be revised to provide food directly to each head of household. This will help ensure that correct food entitlements reach intended households. Every effort will be made to involve more women as distributors and group leaders, and to encourage women to receive rations on behalf of families. The revised distribution system will commence implementation in the first half of 1998.
38. In line with WFP-Ethiopia's Gender Action Plan, a key task of United Nations Volunteers (UNVs) and Food Aid Monitors will be to promote and facilitate women's involvement in food management and distribution. This will be done in collaboration with the refugee women's associations.
39. A tripartite plan of action, defining working arrangements and responsibilities of each agency in implementation, monitoring, reporting, and coordination will be drawn up and signed by ARRA, UNHCR, and WFP.

FOOD AID STRATEGY

40. WFP will arrange transport and insurance of food aid commodities up to agreed extended delivery points (EDPs). Final distribution of commodities to refugees will be agreed jointly by ARRA and UNHCR, in full consultation with WFP and in conformity with UNHCR commodity distribution guidelines.
41. WFP will aim to empower women where possible by placing food aid directly in the hands of women members of families through heads of household distribution systems.

PERFORMANCE MONITORING

42. UNHCR, in coordination with ARRA, will organize regular nutritional surveys and maintain, in consultation with WFP, an effective surveillance system for monitoring the nutritional status of refugees, with special attention on pregnant and lactating women and children under five years. Results of nutritional surveys will be used to gauge the efficiency of supplementary and therapeutic feeding programmes.



43. ARRA are entrusted with the distribution of WFP food and will maintain accounts of the receipt of food commodities at EDPs as well as accounts of food issued from EDPs and food distributions 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 operation to the end of the period under review.
44. Joint UNHCR/ARRA/WFP missions will visit refugee camps periodically to check progress made in the agreed Annual Plan of Action, with emphasis on meeting goals/deadlines for integration of gender priorities such as the establishment of women's cooperatives and women's participation in decision-making relative to food issues and in food distribution.
45. Performance monitoring indicators are set out below:

General information

Number of refugees by age/sex

Percentage of households headed by women

Food interventions

Quantity/type of food delivered

Quantity/type of food distributed

Frequency of deliveries/distributions

Percentage of women with control over (receiving directly) food aid

Health/nutritional status

Percentage of persons receiving supplementary/therapeutic rations

Nutritional trends

Mortality rates

NUTRITIONAL CONSIDERATIONS AND THE FOOD BASKET

46. Joint WFP/UNHCR/ARRA/Save the Children Fund (SCF/UK) nutritional surveys were conducted in August and September 1997, in all Somali and Sudanese camps using random cluster sampling methods. Results of the surveys are shown below. Comparison of the results with those of previous surveys revealed a slight improvement in the east and a deterioration in the west.



RESULTS OF WFP/UNHCR/ARRA/SCF(UK) NUTRITIONAL SURVEYS AUGUST/SEPTEMBER 1997
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Camp	< 80 percent WFH Global Acute Malnutrition Rate (%)	Remarks
EAST (Somalis)		
Rabasso	8.5	Satisfactory
Daror	9.9	"
Hartishek A & B	12.3	Poor
Kebre Beyah	14.8	"
Darwonjai	17.6	"
Teferiber	16.4	"
Camaboker	11.3	"
Aisha	19.2	Serious
West (Sudanese)		
Dimma	10.8 percent	Satisfactory
Bonga	14.2percent	Poor
Sherkole	13.7 percent	"
Fugnido	27.2 percent	Alarming

47. The current nutritional status of Somali and Sudanese refugees rules out any ration cut or phase-down at this stage. Given the poor nutritional situation in refugee camps, blanket supplementary feeding programme for children under five years will be continued and kept under review through periodic nutritional surveys.
48. Required levels of food assistance for the refugees vary depending on the location of camps and the length of time refugees have been in the country. For the Dimma, Bonga and Fugnido camps, where a significant number of refugees are engaged in limited agricultural activities, the cereal portion of the ration will be kept lower in order not to provide a disincentive to production. However, the other commodities will be maintained and the oil ration increased to provide sufficient calorific content to meet the minimum requirement.
49. For the Sherkole camp, coping mechanisms are minimal to non-existent. Mainly due to the lack of land, most refugees do not even have space for backyard garden plots. Refugees here face genuine emergency conditions and the provision of a full emergency ration is required until the situation improves.
50. Effects of changed and improved distribution systems will be reviewed every six months through joint nutritional surveys. Supplementary and therapeutic feeding programmes for corresponding target groups will be maintained at current ration rates.
51. Rations for Kenyan and Djiboutian refugees will be maintained at current levels. As already stated, continued food assistance to these groups is dependent on the findings of joint review missions.
52. Tables giving rations for the various refugee groups are shown in Annex III. Recommended commodities and corresponding ration levels take into account local conditions and refugees' dietary preferences. The different ration levels are based on



nutritional studies of the prevailing circumstances in the various camps and the varying degrees of self-reliance achieved by the refugees.

53. On the basis of these rations, the overall food requirements in tons for the 18-month period are shown in the following table.

OVERALL FOOD REQUIREMENTS (tons)			
Commodities	General	Blanket Supplementary Therapeutic	Total
Cereals	73 844		73 844
Vegetable oil	6 098	171	6 269
Pulses	1 867	1 723	3 590
Famix	135	2 015	2 150
Sugar	3 269	325	3 594
Salt	914		914
Dried skim milk*		18	18
Biscuit		5	5
Totals	86 127	4 257	90 384

* Dried skim milk is resourced and supplied by UNHCR as per the terms of the memorandum of understanding.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

54. The project is recommended for approval by the Executive Board. Subject to resource availability, 90,366 tons of food aid at a budgeted cost of 43,623,782 dollars would be provided to 336,000 refugees in Ethiopia over a period of 18 months, effective 1 July 1998. Details of costs are provided in Annexes I and II.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton (dollars)	Total value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodities ¹			
– Cereal	73 844	166.25	12 366 000
– Vegetable oil	6 269	850.00	5 330 650
– Pulses	3 590	450.00	1 615 500
– <i>Famix</i>	2 150	430.00	924 500
– Sugar	3 594	350.00	1 257 900
– Salt	914	150.00	137 100
– Biscuits	5	900.00	4 500
– DSM resourced by UNHCR			
Total commodities	90 366		21 536 150
External transport		63.01	5 610 000
Superintendence		2.50	225 000
Inland transport		70.00	6 330 000
Internal transport, storage and handling (ITSH) (100 percent)		61.00	5 490 000
Subtotal direct operational cost			39 302 573
B. Direct support costs (see Annex II for details)			1 428 250
Total direct costs			40 731 823
C. Indirect support costs²			2 891 959
TOTAL WFP COSTS			43 623 782
COSTS TO OTHERS			
UNHCR			18 000 000
TOTAL COST TO OTHERS			18 000 000
TOTAL PROJECT COSTS (WFP and others)			61 623 782

WFP costs as a percentage of total project costs: 71 percent.

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

² Percentage rate established by WFP's governing body.



ANNEX II**DIRECT SUPPORT REQUIREMENTS (dollars)**

Staff costs	
International	295 500
United Nations Volunteers	81 000
International consultants and SSA	30 000
National professional officers	101 250
Local and temporary staff	304 500
Subtotal	812 250
Technical Support Services	
Project appraisal	8000
Project evaluation	8000
Subtotal	16000
Travel and DSA	
International	17 000
In-country	41 000
Subtotal	58 000
Office expenses	
Rental of facility and utilities	37 000
Communications, general	16 000
Office supplies	8 000
Equipment repair and maintenance	5 000
Subtotal	66 000
Vehicle operations	
Maintenance	48 000
Fuel	16 000
Subtotal	64 000
Equipment	
Communication equipment	10 000
Vehicles	78 000
Computer equipment, general	22 000
Furniture and equipment	27 000
Subtotal	137 000
Other items	
Milling costs	240 000
Other (pallets)	36 000
Subtotal	276 000
TOTAL DIRECT SUPPORT COSTS	1 429 250



ANNEX III

FOOD BASKET COMPOSITION AND RATION SCALES IN GRAMS PER DAY

Somali refugees

Commodity	General	Supplementary	Therapeutic	Blanket
Cereals	400			
Oil	35	10	60	10
Salt	5			
Sugar	25	20	50	20
Famix		120	100	120
DSM			80	
Lentils				145
Biscuits			20	

For cereal component wheat should be provided; if not available sorghum should be provided.

SUDANESE REFUGEES IN DIMMA, BONGA AND FUGNIDO
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Commodity	General	Supplementary	Therapeutic
Cereals	375		
Oil	30	10	60
Pulses	40		
Salt	5		
Sugar		20	50
Famix		150	100
DSM			80
Biscuits			20

For cereal component maize should be provided; if not available sorghum should be provided.



SUDANESE REFUGEES IN SHERKOLE

Commodity	General	Supplementary	Therapeutic	Blanket
Cereals	500			
Oil	30	10	60	10
Pulses	50			
Salt	5			
Sugar		20	50	20
Famix		150	100	150
DSM			80	
Biscuits			20	

For cereal component maize should be provided; if not available sorghum should be provided.

KENYAN AND DJIBOUTIAN REFUGEES

Commodity	General
Cereals	400
Oil	25
Salt	5
Famix	15

