



Executive Board
Third Regular Session
Rome, 21 - 24 October 1996

PROTRACTED REFUGEE AND DISPLACED PERSON PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9 a)

PROJECT ETHIOPIA 5241 (Exp.2) (WIS No. 00524102)

Food assistance for Somali, Sudanese, Djiboutian and Kenyan refugees in Ethiopia and Ethiopian returnees from neighbouring countries

Duration of project	18 months
Number of beneficiaries	306 700
Total cost to WFP	43 239 091 dollars
Estimated total cost	60 245 718 dollars

All monetary values are expressed in United States dollars, unless otherwise stated.
One United States dollar equals 6.32 birr (Br).

For relevant statistical data, please consult the WFP country profile for Ethiopia, which is available on request.

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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, 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 plenary.

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BACKGROUND

1. During the last decade, Ethiopia has provided asylum to large numbers of refugees from four of its five neighbouring countries, namely, Somalia, the Sudan, Djibouti and Kenya. WFP has provided emergency food assistance to these refugees, and to Ethiopian returnees, through a number of emergency interventions and protracted refugee operations. Current assistance is being provided through project Ethiopia 5241 (Exp.1) - "Food assistance for Somali, Sudanese, Djiboutian and Kenyan refugees in Ethiopia and Ethiopian returnees from neighbouring countries", at a cost to WFP of 46.3 million dollars. The current phase is due to terminate at the end of 1996. At present, some 361,000 refugees are receiving WFP assistance on a monthly basis. Food packages have been distributed to 47,000 Ethiopians returning from neighbouring countries.
2. **Somali refugees.** Fighting resumed in and around Hargeisa towards the end of 1994 and continued into early 1995, resulting in a further influx into Ethiopia. The total camp population of 275,189, as per data of the Administration for Refugee and Returnee Affairs (ARRA) at the end of 1995, includes some 90,000 new arrivals since the revalidation in 1994. However, ARRA ceased to register in June/July 1995. The refugees who arrived after this date and have therefore not been registered are estimated at 12,500.
3. Despite continued unrest in Somalia, the ongoing peace process in north-western Somalia has led to relative stability. Towns such as Boroma, Berbera and Hargeisa are once again attracting private investors, and people are returning to rebuild their homes and restart their businesses. As a result, the Government of Ethiopia, together with UNHCR, has initiated a pilot project to repatriate 10,000 Somalis to north-western Somalia by the end of 1996, with a further 100,000 planned for 1997. To date, 3,000 individuals have registered with UNHCR for repatriation.
4. **Sudanese refugees.** As a result of the civil war in the Sudan, it was estimated that at least 300,000 refugees were present in south-western Ethiopia in May 1991. During the final phase of the civil war in Ethiopia, most of the Sudanese refugees fled into the bush or back to the Sudan. However, by February 1993, about 27,000 had returned to the former camp areas. Since then, the number of beneficiaries of food assistance has almost trebled, bringing the total case-load of Sudanese refugees to 63,545 individuals, i.e., 3,545 more than planned for at the start of the phase.
5. **Kenyan refugees.** Following conflicts between ethnic groups in northern Kenya in June 1993, some 10,000 persons fled to the area around Moyale in the south of Ethiopia (Region 4 - Oromiya), close to the Kenyan border. WFP is providing food assistance to 8,700 individuals, based on the 1994 registration. It has been difficult to monitor the operation closely because of security problems in the area and the fact that this refugee group until recently has been scattered around Moyale. Now that the refugees have been settled in camps, monitoring is expected to be easier in the future. A joint assessment of this case-load is foreseen later in 1996.
6. **Djiboutian refugees.** As a result of fighting between ethnic groups in the Republic of Djibouti, some 18,000 people crossed the border to the north-eastern part of Ethiopia (Region 2 - Afar) in July 1993. Although the Government made attempts to count them, this case-load was never formally registered by UNHCR/ARRA. The fact that they do not live in camps (since a large number of them are nomadic) has rendered registration difficult. A joint assessment is, however, to take place later in 1996.
7. **Ethiopian returnees from other countries.** Out of a planned number of 88,250 Ethiopians expected to repatriate during the current phase of the refugee operation, 47,000 had returned by



mid-1996. The repatriation programme is not likely to be completed by the end of 1996, leaving an estimated 10,000 to return in 1997.

GOVERNMENT'S REQUEST

8. The Government has requested WFP to provide food assistance for a further 18 months, to meet the requirements of 296,700 refugees and 10,000 Ethiopian returnees (subject to the results of census data available late in 1996). The planned case-load of 306,700 represents a reduction of 27 percent as compared to the 419,850 under the current phase.

MEASURES TAKEN BY THE GOVERNMENT

9. The Government 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 the refugees and the management of refugee camps. This assistance consists of a care and maintenance programme implemented with the help of UNHCR and WFP.

WFP ASSESSMENT

10. A joint WFP/UNHCR/ARRA food assessment mission, with donor participation, took place during June 1996. The mission reviewed the case-load and assessed the Sudanese and Somali refugees' coping mechanisms, such as access to arable farm land and other income-generating resources in order to determine the requirements for full or partial food assistance. The mission also reviewed the general nutritional status of the refugees, especially children, in order to decide on supplementary feeding requirements.
11. Committees and associations of refugee women, regularly consulted by the mission, were found to be actively involved in the management of food in most of the Somali camps. They expressed satisfaction with the present food distribution system, whereby about 20 families of equal size select a representative to collect the rations and then redistribute them equitably to the families. Women participate as group representatives, distributors within the groups, monitors and recipients.
12. The participation of women is different in the camps in the west, where women play a more passive role as recipients of the food. Nevertheless, although in minority in the refugee committee, women have been active in proposing a more convenient scooping system.
13. No reliable data are available on the percentage of women actually participating as distributors of food aid. In line with WFP's policy of distributing food direct to households, and to the senior female of the household where possible, the strategy in WFP-Ethiopia's plan of action for women is to obtain baseline data, using these data as a basis for setting targets and establishing a plan for achieving them. Furthermore, a study will be carried out on the traditional role of women in the different refugee groups and the management of household resources, as well as the effect thereon of being a refugee. The outcome of the studies will be used for developing monitoring indicators. The reviews are planned to be undertaken after the re-registration exercises.
14. The mission recommended that the various case-loads be re-registered in 1996. Should the results of the re-registration exercises differ significantly from the planning figures, WFP food assistance will be adjusted accordingly.



15. The Somali refugees were last registered in 1994. Because of the fluid situation in the area and in view of the discussions regarding repatriation, a revalidation exercise was not carried out during 1995 and the first half of 1996. UNHCR/ARRA/WFP will work out a time frame for the registration, but due to logistic and organizational constraints in registering populations in eight camps with long distances between them, this exercise is foreseen by the end of 1996. As an interim measure, other methods to estimate the number of refugees will be employed, e.g., verification of data such as number of children under five, statistics on immunization coverage, number of beneficiaries at the time of distribution and counting of refugee dwellings (tukuls).
16. Pending the revalidation of refugee cards before the end of the year, and assuming there will be no major change in actual refugee numbers during 1996, the mission assessed that the total number of Somalis can safely be adjusted downwards by 20 percent for planning purposes, bringing the projected number for the new phase to 230,000 individuals.
17. For the Sudanese refugees, a system of registration and monitoring was established, but it has not led to a precise determination of the population size. Since February 1993 the case-load has almost trebled without any thorough revalidation having been carried out. The joint mission therefore recommended that this case-load be re-registered by the end of September 1996.
18. On the basis of certain indicators, such as the population of children under five and school/vocational training attendance, and pending re-registration, the mission agreed that for planning purposes the total number of refugees in the western area can safely be revised downwards by 22 percent to 50,000.
19. WFP food assistance will be provided to the Kenyan refugees. The mission recommended that the present figure of 8,700 be retained for planning purposes. For the Djiboutian refugees, the joint mission recommended a planning figure of 8,000 individuals for the new phase. However, provision of WFP food aid will be subject to the findings of joint assessments, later in 1996, of the number of refugees and their situation.
20. An estimated 10,000 Ethiopian returnees, expected back in 1997, will receive assistance for nine months, marking the completion of the repatriation programme.

Total refugees and returnees

21. In summary, the total number of beneficiaries under this project would be:

Refugees	Ethiopian returnees (10 000)	Total beneficiaries
Somali	230 000	
Sudanese	50 000	
Djiboutian	8 000	
Kenyan	8 700	
Total	296 700	306 700



NUTRITIONAL ASPECTS

22. Nutrition surveys carried out in May 1996 by ARRA and UNHCR in Somali camps in the east showed high rates of malnutrition, ranging between 15 and 21 percent less than 80 percent weight for length (WFL). A comprehensive analysis shows that the deterioration is not only linked to food shortages, but is also the result of multiple interacting factors, such as limitations in the food basket, irregular delivery of food (as a consequence of customs clearance problems), inadequate water-supplies, dehydration, and diseases such as diarrhoea and respiratory infections. An increase in malnutrition rates is also a recurrent problem during the lean season (February-April), and similar figures are being reported for the local population in this area. These problems will be addressed jointly by WFP and UNHCR by introducing a more appropriate food basket and a general supplementary feeding scheme, seeking alternative solutions to the present water-supply system, and strengthening health care and prevention. The customs clearance problems have been resolved.
23. In the Sudanese camps in the west, the situation was found to be much more satisfactory, with malnutrition rates ranging from six to eight percent of moderate malnutrition and almost no severe malnutrition.
24. It is recommended to extend the present supplementary feeding programme to all children under five in the Somali refugee population, in order to address malnutrition and prevent increases in the future. Expectant and nursing mothers will also be included in this scheme. Up to 45,000 persons will thus benefit from a supplementary ration of 120 grams of Famix (locally-produced blended food), 10 of oil and 20 of sugar. Among the Sudanese refugees, only malnourished children, estimated at 500, will receive a supplementary ration. In addition, therapeutic feeding programmes will be implemented for an estimated total of 1,000 severely malnourished children among Somali and Sudanese refugees.
25. For the Djiboutian and Kenyan refugees, who are less able to supplement their diet within the host environment and will not be provided with supplementary and therapeutic feeding programmes, 15 grams per person a day of Famix will be supplied in addition to the basic ration.
26. Women's health and nutrition are particularly vulnerable in view of the active life women lead and the different tasks they have to carry out in order to sustain their families. Food is only one element in the welfare chain. Among the refugee populations, inadequate water-supply and sanitation, as well as poor access to health care, are often more serious public health problems, having more impact on nutrition and women's health than access to food itself. These non-food requirements need to be addressed by UNHCR in order to improve nutrition among the affected population, particularly the women.

FOOD RATIONS AND REQUIREMENTS

27. As wheat and oil for a long time have been the only items provided to the Somali refugees, they have found it necessary to exchange part of these commodities for essential non-food items such as water and soap or sell them to diversify their diet with other food such as sugar, milk and meat. To rectify the situation, joint measures will be taken: UNHCR will address the issue of non-food-item supplies and WFP will introduce a new ration with different types of commodities, adding Famix, sugar and salt. Local-variety sorghum is the preferred staple food of the Somali refugees and will therefore be supplied to the extent possible. Famix, as a self-targeting commodity, will be introduced in the food basket, one advantage being its digestibility for children, another its low market value.



28. In view of the coping mechanisms available to the Sudanese refugees in the west, a reduced ration will be supplied to this group which covers 83 percent of the daily food intake requirements. Parallel to the promotion of productive activities for this population, a gradual phasing out of the general ration will be considered. A strategy will be presented in a WFP/UNHCR joint plan of action, outlining the modus operandi for the project period.

29. Ethiopian returnees will receive a three-month food package upon arrival and a rehabilitation package of six months' rations when reaching their places of origin.

30. The daily per capita ration (in grams) proposed for basic, supplementary and therapeutic feeding programmes of refugees and returnees for the period is as follows:

	Cereals	Oil	Pulses	Sugar	Salt	Fami x	Dried skim milk (enriched)	Biscuits
Somali								
Basic	400	25		20	5	30		
SFP		10		20		120		
TFP		60		50		100	80	20
Sudanese								
Basic	375	15	40		5			
SFP		10		20		150		
TFP		60		50		100	80	20
Djiboutian/Kenyan								
Basic	400	25			5	15		
Ethiopian returnees								
Basic		The same as for Somali refugees						

On the basis of these rations, the overall food requirements (in tons) for the 18-month period will be:

Commodity	Refugees	Returnees	Total
Basic			
Cereals ¹	64 234	1 096	65 330
Vegetable oil	3 785	69	3 854
Pulses	1 904		1 904
Sugar	2 516	55	2 571
Salt	812	14	826
Famix	3 911	82	3 993

Commodity	Refugees	Returnees	Total



SFP/TFP

Famix	3 050	3 050
Vegetable oil	282	282
Sugar	526	526
Dried skim milk (enriched) ²	44	44
Biscuits ²	11	11

¹ Cereals for Somali, Kenyan and Djiboutian refugees should preferably be local-variety sorghum. Maize will be introduced in the food basket for the Sudanese refugees.

² In line with the Memorandum of Understanding between UNHCR and WFP, these commodities will be provided by UNHCR and are therefore not included in the WFP food and food-related costs.

DEVELOPMENT CONSIDERATIONS

31. The need to shift progressively from free distribution to more development-oriented activities after eight consecutive years of assistance is recognized. The potential for such activities is, however, rather limited in the east. The possibilities of local integration and the introduction of development-oriented activities in favour of the Sudanese refugees, to complement their access to food and supplementary income, should be actively explored. However, there are major constraints to the immediate initiation of such schemes; these include insufficient access to land as well as limited institutional and technical capacity of the implementing partner to manage such projects.
32. The Somali refugees are settled in eight camps in different parts of Region 5 - Somali. Due to the lack of groundwater sources and the rocky soil, vegetation is scarce. The absence of livestock, forests and rivers limits the possibilities for Somali refugees to expand their food sources through collection of wild food, fishing, and sale of firewood and milk. The joint assessment mission noted, however, that the refugees are not totally dependent on food aid. Somali refugees, traditionally traders and pastoralists, continue to engage in commercial activities in the camps.
33. Food is available in the markets, but data are lacking on the percentage of refugees who have access to the markets, and on market dependency and purchasing power. The mission therefore recommended that a joint WFP/UNHCR household survey of the population be conducted. It is planned to carry out the survey after the re-registration exercises.
34. The Sudanese refugees are settled in three different sites in the south-west, in Region 12 - Gambella and Region 7-11 - Southern People's Nation Regional State (SPNRS). The camps are situated in areas offering greater opportunities for self-reliance as compared to the east. Initial findings from a study undertaken in connection with the mission, using rapid rural appraisal techniques, indicate that in addition to the food assistance, refugees are able to supplement their diet with fish (purchasing/fishing), hunting, collection of wild roots and, in some cases, their own food production.
35. Vegetable and limited crop cultivation is practised in backyard gardens and communal areas in the different settlements primarily for the refugees' own consumption, although some products are marketed and generate partial income. However, these activities are rather limited due to constraints such as land availability and poor yields because of inadequate/untimely technical assistance, as well as insufficient supply of seeds and tools in all the camps. Therefore, food self-sufficiency through farming alone cannot be achieved at present. In this connection, it should be noted that refugees do not have the right to farm on communal land and that some activities, such as collection of wild leaves and fishing, are partially illegal and can therefore not be considered sustainable.



36. Complementary to these activities, as part of the agricultural programme in support of the refugees, livestock and poultry have been provided to some of the refugees which serve as a safety net to fill the gaps in food availability. There is scope for promoting and intensifying a variety of food production on land currently available, livestock rearing and animal husbandry, as well as other income-generating activities at all sites in the west.
37. Vocational and skills training activities have been initiated in the Dimma camp. Little information is available on existing skills among the refugees as well as on their preference for types of non-agricultural activities that could be undertaken and supported. Women are participating in skills training activities such as bamboo work, pottery, weaving and fuel briquette-making, with particular success in Dimma, where women represent 80 percent of the trainees. UNHCR is planning to expand these activities in the Fugnido and Bonga camps and is looking into the possibilities for marketing the products.
38. The Centre for Research on the Epidemiology of Disaster (CRED) is carrying out a study on the Sudanese refugee women's reproductive health, collecting and analysing data from the clinical records of women aged 15 to 49. The findings will be integrated into the education on health issues, linked to the supplementary feeding programme.
39. The quality of education in north-western Somalia was very good before the war, with high attendance levels for both boys and girls. As a result of this, refugees often cite education as their first priority when listing needs, followed by water, shelter and food. UNHCR's assistance in the field of education has, however, remained low-profile due to the emphasis placed on repatriation. The thrust of UNHCR's assistance has been on the other side of the border, in north-western Somalia, in the belief that the rehabilitation of the education sector there will act as a strong pull-factor for potential returnees. In this respect, UNHCR has been working closely over the last two years with UNESCO and NGOs in the training of teachers, female literacy campaigns, mine-awareness campaigns and the provision of textbooks for primary and secondary schools. WFP is also providing assistance in the education and health sectors in north-western Somalia.
40. Somali refugee women are, however, organizing themselves to initiate informal education, constructing community shelters where literacy and skills training will be given, on the initiative of the UNHCR Women and Children Officer. Teachers will be selected from among the refugees themselves. Furthermore, UNHCR has developed gender training based on the Harvard framework: people-oriented training. A course will be held in December 1996 in Addis Ababa and at the sub-office level. Representatives of the women's committees/associations are expected to attend. Topics will include the design of small projects, targeted at income-generating activities for women.
41. A first assessment has been carried out in one of the Somali camps, Aisha, for a solar cooking project. Women will be trained in groups to use solar stoves as a supplement to other types of fuel. The project is funded by UNHCR.
42. One activity performed by women at the household level is milling of cereals. Mills have been provided in all camps but their capacity in each location does not exceed 400-500 kilograms a day. Furthermore, some of the mills are not functional for lack of spare parts and other problems, a situation that represents an additional burden on the women. It is therefore proposed to provide hand-grinding mills. The mission recommended looking into the possibility of directing the interest of the women's committees in the camps to handling the milling, thereby increasing their role in income-generating activities.



MODE OF IMPLEMENTATION

43. WFP will deliver food supplies to agreed extended delivery points (EDPs) at the camp level. Management of EDPs will be under WFP arrangements. ARRA will distribute the food as well as non-food items within the camps, on behalf of UNHCR. Training sessions for ARRA will be undertaken as necessary to upgrade their stock control and reporting capabilities.
44. With the exception of the logistic monitoring of the operation (deliveries at EDPs, losses, etc.), WFP has relied so far on monitoring by ARRA and UNHCR to follow up on the implementation of the operation and the correct use of WFP food commodities. However, the monitoring practices need to be improved and reinforced in order to include also qualitative aspects of the operation. The monitoring capacity of WFP will be strengthened by the addition of two United Nations volunteers (UNVs) as well as locally-recruited food aid monitors for each of the camps. This will enable WFP to initiate and improve, in coordination with UNHCR, different types of monitoring activities: food basket monitoring, market surveys and household monitoring to assess food availability at the household level.
45. In line with WFP-Ethiopia's action plan for women, a key task for the UNVs and food aid monitors, in collaboration with the refugee women's associations, will be to promote and facilitate the involvement of women in food management and distribution, as well as in all activities aimed at improving the quality of their life; these measures are expected to have a positive impact also on their families.
46. The Programme contracts private-sector transport for its operation. All transportation is controlled through WFP waybills, which simplify the identification of slow or poor-performing transport contractors. The computerized food aid control and tracking system, introduced in 1994, traces on a daily and monthly basis all commodity movements by origin, destination and transporters.
47. Reviews of the refugee case-loads will be undertaken jointly by UNHCR, WFP and ARRA on an annual basis, and donors will be invited to observe. These reviews will be initiated by UNHCR with WFP participation, and food allocations will be adjusted accordingly. The method for determining refugee numbers will depend on the specific target group involved and will be agreed upon by all interested parties, including donors.



PROJECT COSTS

48. The cost breakdown for the project is as follows:

PROJECT COST BREAKDOWN			
	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodities ¹			
– Cereals	65 330		
– Vegetable oil	4 136		
– Pulses	1 904		
– Sugar	3 097		
– Famix	7 043		
Subtotal commodities	81 510		22 81
External transport	5 0		
LTS ^H	10 9		
Subtotal direct operational costs			16 053 173
B. Direct support costs²			
Subtotal direct support costs			1 43
Total direct costs			40 35
C. Indirect support costs (7.2 % of total direct costs)			
TOTAL WFP COSTS			2 90
			43 23
COSTS TO UNHCR³ AND OTHER DONORS			
– Dried skim milk (44 tons)	167 20		
– Biscuits (11 tons)	45 00		
– External transport, insurance and superintendence	4 40		
– Overland and ITSH costs of UNHCR commodities	7 42		
Other inputs			
– Non-food inputs, administration and technical assistance	7 10		
– Education	793 61		
– Water, health and sanitation	7 8		
– Income-generating activities	69 26		
– Community services, crop production, livestock, forestry	1 00		
TOTAL COSTS TO UNHCR AND OTHER DONORS			17 006
TOTAL PROJECT COST (WFP AND OTHERS)			60 245

WFP costs as percentage of total project costs: 72 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 to WFP and domestically within the recipient country.

² See the annex for details.

³ Values given in the UNHCR budget are indicative.



RECOMMENDATION OF THE EXECUTIVE DIRECTOR

49. The project is recommended for approval by the Executive Board



ANNEX

DIRECT SUPPORT COSTS (dollars)
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Staff costs

- International	171 850
- United Nations volunteers	83 000
- International consultants and SSA	28 000
- National professional officers	50 000
- Local staff and temporaries	415 000
Subtotal	747 850

Technical support services

- Project appraisal	10 000
- Project evaluation	10 000
Subtotal	20 000

Travel and DSA

- International	4 000
- In-country	38 000
Subtotal	42 000

Office expenses

- Rental of facility	9 000
- Utilities	6 500
- Communications	15 000
- Office supplies	8 000
- Equipment repair and maintenance	4 000
Subtotal	42 500

Vehicle operation

- Vehicle maintenance	48 000
- Vehicle fuel	16 000
Subtotal	64 000

Equipment

- Communication equipment	10 000
- Vehicles (2 landcruisers + 12 motorcycles)	75 000
- Computer equipment	15 000
- Agricultural equipment	
- Warehouse equipment	
- Other equipment (EDP stationery)	9 000
Subtotal	109 000

Non-food items

- Storage facilities (5 rubbhalls)	130 000
- Kitchen utensils	
- Seeds	
- Milling costs (purch. 6,000 hand-grinding mills)	240 000
- Other (pallets)	36 000
Subtotal	406 000

Total **1 431 350**

