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**Executive Board  
Third Regular Session**

**Rome, 21–25 October 2002**

# **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

**Agenda item 9**

***For approval***



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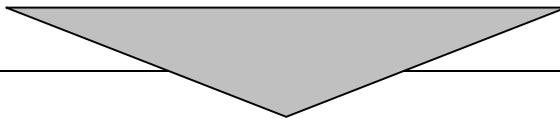
## **PROTRACTED RELIEF AND RECOVERY OPERATION— IRAN 10213.0**

### **Food Assistance and Support to Education of Afghan and Iraqi Refugees in the Islamic Republic of Iran**

<b>Number of beneficiaries</b>	<b>1,120,000</b>
<b>Duration of project</b>	<b>24 months (1 January 2003–31 December 2004)</b>
<hr/>	
<b>Cost (United States dollars)</b>	
<b>Total cost to WFP</b>	<b>16,181,887</b>
<b>Total food cost</b>	<b>8,937,935</b>
<b>Total food requirements</b>	<b>41,241 mt</b>

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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.

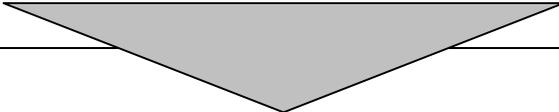
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# Executive Summary

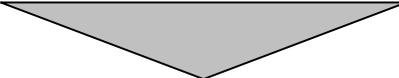


Iran is hosting approximately 2.65 million refugees, of whom 2.35 million are Afghans, 203,000 are Iraqis and 5,500 are from other countries. A WFP/Office of the United Nations High Commissioner for Refugees (UNHCR) Joint Food Assessment Mission (JFAM) visited Iran in March 2002 to assess refugees' food needs. The mission found that refugees in camps were in need of continued food assistance. WFP should assist non-encamped refugees who are involved in literacy classes and skills training to prepare them for voluntary repatriation and reintegration into Afghanistan. The mission recommended that a new PRRO be formulated for 1 January 2003 to 31 December 2004. In view of the different levels of vulnerability among camp refugees, the type and duration of assistance for each group will be refined through a household food economy survey to be conducted in all camps. The proposed targeted distribution is intended to meet the refugees' basic food requirements. Emerging coping mechanisms will be enhanced with a view to facilitating reintegration into countries of origin. For non-encamped refugees, assistance will be limited to activities with a recovery element and linked to repatriation; there will be a focus on Afghan refugees in Sistan-Baluchistan province, where vulnerability is reported to be high.

A large part of WFP's food assistance will be in the form of relief food distribution, particularly in the camps. Recovery activities will target all refugees through education and training. In line with WFP's Mission Statement, the PRRO aims to strengthen coping mechanisms and to contribute to refugees' food security upon repatriation. Assistance is also aimed at bridging the gender gap by improving the condition of refugee women, who constitute over 80 percent of beneficiaries under the recovery strategy.

Under the PRRO, 120,000 beneficiaries will receive food assistance, including 80,000 Afghan and Iraqi refugees living in 29 camps—of whom 7,000 girls and women teachers will receive oil rations as incentives in addition to regular rations—and 40,000 non-encamped Afghan refugees. For the latter, assistance will include: (a) food incentives for girls' education and their teachers; (b) incentives for women's literacy and skills training activities; and (c) assistance to vulnerable orphans living in institutions. Women and children will represent more than 60 percent of the caseload. Food assistance of a daily ration of bread will be distributed at transit centres to 1 million Afghan refugees expected to be repatriated in 2003 and 2004.

## Draft Decision



The Board approves PRRO for Iran 10213.0, "Food Assistance and Support to Education of Afghan and Iraqi Refugees in the Islamic Republic of Iran" (WFP/EB.3/2002/9-B/7).



## CONTEXT AND RATIONALE

### Context of the Crisis

1. The Islamic Republic of Iran borders Iraq in the west and Afghanistan in the east. Civil and military strife in these countries has generated large numbers of displaced people and refugees. Iran began to accommodate refugees from its neighbours in the mid-1970s; larger numbers arrived with the onset of the Afghan war in 1979 and after the 1991 war in the Persian Gulf. At that time, Iran hosted about 4 million refugees. The March 2001 census showed that Iran was hosting 2.65 million refugees, of whom 2.35 million were Afghans, 203,000 were Iraqis and 5,500 were from other countries. Only 3 percent resided in camps—78,000 at the end of 2001, of whom 49 percent were Iraqi Arabs, 10 percent were Iraqi Kurds and 41 percent were Afghans.
2. The Government has increasingly emphasized the financial burden of refugees on Iran's economy and the need for greater international assistance. This has been accompanied by an increasingly negative stance on refugees across the political spectrum. Since integration is not acceptable to the Government, the only durable solution is repatriation. The situation in Iraq, however, does not permit significant repatriation; northern Iraq, where there has been relatively large repatriation of ethnic Kurds, is an exception. Establishment of the Interim Administration of Afghanistan has created conditions conducive to repatriation, which led the Government and UNHCR to engage in large-scale voluntary repatriation that envisaged the return of 400,000 Afghan refugees by the end of 2002, and 500,000 by the end of each successive year.
3. WFP and UNHCR have been assisting Afghan refugees in Iran since 1987 and Iraqi refugees since 1988. Since 1987, WFP has provided more than 390,000 mt of food commodities. The value of WFP assistance approved to date is US\$113.8 million; this includes the ongoing PRRO 6126.0, which was approved by the Executive Board in May 1999 and is scheduled to terminate on 31 December 2002.
4. Under the current PRRO 6126.0, 84,000 encamped refugees and 40,000 other refugees were to be assisted. In view of insufficient socio-economic data regarding vulnerable non-camp refugees, the original objectives and caseload were adjusted to assist 68,000 refugees living mostly in camps—38,000 Iraqis and 30,000 Afghans. A WFP/UNHCR JFAM visited Iran in March 2002 to assess refugees' food needs; it found that camp refugees were in need of continued food assistance and recommended that a new PRRO be formulated for 1 January 2003 to 31 December 2004.

### Situation Analysis

5. The more vulnerable refugees are accommodated in official camps; 97 percent of refugees do not reside in camps, however, but are settled in provinces bordering their countries of origin and in major urban areas, where they live and work alongside Iranians. Refugees living outside the camps attempt to earn a living by working as unskilled labourers in the construction industry, public services or agriculture. This has become increasingly difficult, because over the past years the economic situation has led to reductions in job opportunities for Iranians, which in early 2001 prompted the Government to pass legislation unfavourable to employment of non-Iranians. These measures were implemented in a more liberal manner in the aftermath of the events of September 2001. No surveys have been undertaken to confirm this, but there is a general perception that a large number of refugees outside the camps live in marginal conditions and lack a regular income.



6. The 80,000 encamped PRRO beneficiaries live in 29 camps scattered across the country, most of them in remote areas far away from employment opportunities. Refugees in the camps are subject to the same restrictive employment legislation as the other refugees; net incomes from employment are considerably less because of the remoteness of the camps and consequent high transport costs. They have to compete with local labourers in an environment of scarce employment opportunities. The JFAM found that most male refugees in camps were involved in seasonal work outside the camps during the summer, for an average daily wage of IR15,000 to IR25,000, equivalent to US\$2–3. Most women refugees do not have access to employment outside the camps and can only engage in handicraft production, which is limited by marketing constraints.
7. Refugees registered on the lists of beneficiary camps as of December 1999 currently receive a food ration from WFP; of the newcomers to these camps, only households headed by women, the disabled, the elderly and unaccompanied minors are entitled to receive the ration. The same vulnerability criteria for ration entitlement apply to the populations of camps recently accepted for WFP food assistance. This has resulted in a reduction in the WFP-assisted caseload from the planned 78,000 to 68,000. The evaluation mission that visited Iran in February 2002 remarked that the implementation modalities of established vulnerability criteria had not necessarily brought WFP assistance to the most food insecure refugees. The mission found that despite resourcing difficulties, beneficiaries received 75 percent of planned food aid; it emphasized that the issue of assistance to non-camp refugees should be addressed; it was extended to 5,000 beneficiaries instead of the planned 40,000, but some non-camp refugees are believed to be more food insecure than many of those in the camps. The mission recommended that encamped refugees, including children under 2 and third and subsequent children in households, receive the food ration irrespective of whether they were part of the old caseload or newcomers until the needs of all refugees were assessed on the same basis.
8. The nutritional status of refugees in camps is not alarming, according to empirical observations by the last two missions, which visited some of the camps in February and March 2002. According to the evaluation mission, the percentage of malnourished children under 5 in four of the seven camps visited was 10 percent inside the camps as opposed to between 3.2 percent and 6 percent among Iranians in the same province. An increase in the number of malnourished children is occasionally reported, particularly during the winter, when opportunities to gain additional income from work are almost nil. To date, no nutritional surveys have been conducted in the camps; UNHCR does not yet have a nutritional surveillance system in place, which makes it impossible to evaluate precisely the nutritional status of children in the camps.
9. Refugees are present in 19 of Iran's 28 provinces; the vast majority live in the provinces bordering Iraq and Afghanistan and in Tehran; Sistan-Baluchistan, which borders Afghanistan, is the poorest province and is home to the largest number of food-insecure people. It hosts the second largest number of Afghans and has very limited employment opportunities, because the majority of the population is involved in livestock-raising. Severe drought over the last four years has adversely affected the livestock sector, causing loss of herds and a subsequent search for jobs outside the sector. In view of the level of poverty in the province, a number of United Nations agencies and non-governmental organizations (NGOs) have planned assistance interventions. This will be the priority province for WFP assistance to non-encamped refugees, which will be oriented towards supporting repatriation and sustainable reintegration and will target the most vulnerable, based on poverty indicators.



## Government Policies/Actions

10. The Government has had a liberal policy towards refugees over the years. Refugees have benefited from its public subsidy programmes and were free to take up employment. Since early 2001, however, in view of high unemployment among Iranians, government policy on admission of new refugees has been more restrictive: Iran's borders have been closed, and refugees are allowed to settle only in border areas outside Iran. With respect to the existing refugee population, the Government's policy is to encourage voluntary repatriation.
11. After the March 2001 census, the Government adopted the Asylum Act, which prevented refugees from being employed where Iranians could carry out available work. Following the crisis in Afghanistan after September 2001, however, the Government relaxed application of the act.
12. On 3 April 2002 in Geneva, a tripartite joint programme for voluntary repatriation of Afghans was concluded between the Government, UNHCR and the Interim Administration of Afghanistan, which confirmed the Government's focus on the repatriation of Afghans. At the same time, the Government reconfirmed its request to have WFP's intervention extended to camp residents and non-encamped refugees, who would still be dependent on food assistance by the end of 2002.

## Rationale

13. Given the prevailing conditions in Iraq, return and resettlement of Iraqi refugees is likely to be limited in the short term, leaving a large number of encamped refugees dependent on WFP food assistance. Repatriation of the large number of Afghan refugees is expected to take more than two years, in line with the Bureau of Aliens and Foreign Immigrants' Affairs (BAFIA)/UNHCR plan. Encamped refugees, the least mobile and most vulnerable, are likely to be the last to be repatriated according to a survey organized by UNHCR; they will continue to need WFP assistance.
14. The need to continue assistance to camp refugees was confirmed by the February 2001 evaluation mission and the March 2002 JFAM. The JFAM concluded the following:
  - All camps should be provided with food assistance; assistance should be provided only to refugees who meet the eligibility criteria. Provisionally revised vulnerability criteria, including children under 2 and third and subsequent children in households, should be utilized until more suitable criteria can be developed following an in-camp household food economy survey to be conducted in October 2002. This will (i) determine the average basic ration required to meet the food gap; (ii) ascertain the need for additional rations for vulnerable groups; and (iii) revise the criteria for identifying vulnerable refugees. The cost will be shared equally between WFP and UNHCR. The new vulnerability criteria to come into effect from the start of the operation and will probably lead to distribution of one general ration for all camp refugees and a supplementary ration for more vulnerable refugees, based on actual food needs. It is not anticipated that the total quantity of food required in the PRRO will be significantly affected. Adjustments resulting from the survey will be put into effect through a budget revision or an extension in time of the PRRO. No significant changes in the commitment are anticipated.
  - WFP's assistance to non-encamped Afghan refugees should help prepare them for smooth reintegration into Afghan society by providing them with the education and skills needed to engage in gainful employment. This assistance should be limited



initially to Sistan-Baluchistan in view of the fact that it is the poorest, most food insecure province with the greatest concentration of illiterate refugee women.

## Recovery Strategy

### ⇒ *Beneficiary Needs*

15. Current WFP encamped beneficiaries continue to need food assistance, because they have limited means of providing for their food requirements and other necessities. The deteriorating labour market and increasing inflation have undermined their fragile coping mechanisms and limited their access to food resources and basic services. The proposed ration supplies 80 percent of calorie requirements; the remaining 20 percent is expected to be covered through independent income. Those such as widows and the elderly who are unable to engage in employment will also receive assistance through local charities and donations from other more able refugees. All refugees in the 29 WFP-assisted camps receive a food ration if they were registered before December 1999. WFP, UNHCR and the Government have agreed that refugees registered in the camps after that date and all newly accepted encamped refugees should also be assisted if they meet the above-mentioned eligibility criteria. More suitable targeting criteria should be developed on completion of the household food economy/vulnerability survey, which would result in improved targeting of vulnerable refugees and an adjustment of the basic ration according to economic self-reliance levels determined by the survey. The programme whereby girls take home 4 kg of vegetable oil as an incentive for enrolment at school will continue in camps in order to maintain the present level of girls' enrolment and address the gender gap in refugee communities.
16. Under the present PRRO, food assistance is to be provided to a maximum of 40,000 non-camp Afghan refugees, especially women and children, on an incremental basis. This is intended to provide them with the education and skills needed to engage in gainful employment upon their return. Willingness to participate in education and training activities would qualify refugees for food assistance. It is expected that this will attract vulnerable refugees who have difficulty finding work. Food assistance will be provided to vulnerable orphans in established educational institutions in dire need of help. WFP will provide a one-time bread ration to the UNHCR-assisted repatriation programme in transit centres.

## The Role of Food Aid

17. Food aid will play a significant role:
- in maintaining and improving the health and nutritional status of refugees, including orphans in institutions;
  - in serving as an incentive for girls' to enrol in schools;
  - as an incentive for poorly compensated volunteer teachers;
  - as nutritional support and an incentive to women attending literacy and skills-training classes; and
  - in providing for refugees' immediate short-term food needs during repatriation.



## Intervention Approaches

18. A large part of WFP's food assistance will be provided in the form of relief food under a care-and-maintenance programme for vulnerable refugees in camps. It is estimated that camp refugees are 80 percent dependent on WFP assistance, because the camps are in remote areas where employment opportunities are limited. Recovery activities are largely self-targeted to women, who are only able to participate in literacy classes when at least part of their food needs is met by others. WFP's intervention to assist schoolgirls with a take-home ration is part of a strategy aimed at increasing enrolment of girls at schools.
19. In collaboration with the Government, UNHCR, the United Nations Gender and Development Committee and other implementing partners, the Programme will ensure that the Commitments to Women will be incorporated in the annual work plan for the PRRO.
20. Education and skills training will be based on full participation by the communities involved and closely coordinated with UNHCR, the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Office of the Resident Coordinator and programmes of bilateral donors and NGOs.

## Risk Assessment

21. The following factors may affect implementation of this project:
  - accelerated repatriation: in the event of mass repatriation, including a substantial part of the WFP caseload, the PRRO planning figures would need to be adjusted;
  - non-availability of non-food items or the failure of counterparts to meet obligations could impact particularly on recovery activities;
  - cultural norms limiting the mobility of women among Afghan and Iraqi refugees that may limit the extent to which intended beneficiaries could participate;
  - availability of food resources and timely delivery; and
  - restrictive labour laws; if the Government enforced them, the majority of refugees would be destitute and in increased need of food assistance.

## Objectives

22. In line with WFP's Mission Statement, the PRRO aims to strengthen the refugees' coping mechanisms and to support their efforts to achieve food security on repatriation; there will be a focus on the most vulnerable refugees. The objectives of this operation are as follows:
  - to ensure that basic food needs for survival of the refugees in camps are met;
  - to increase enrolment and completion rates of girls in schools;
  - to improve the self-reliance of women and girls outside the camps by providing them with literacy and productive skills;
  - to maintain acceptable nutritional levels among destitute orphans outside the camps through daily food rations; and
  - to support the UNHCR voluntary repatriation centres at border exit points to facilitate repatriation of 1 million Afghan refugees in 2003 and 2004; WFP will supplement the meal distributed by UNHCR with a daily bread ration for each returnee during their



layover time; WFP is to provide wheat flour; all other related costs are to be covered by UNHCR.

## IMPLEMENTATION PLAN

### Key Programme Components

#### ⇒ *Protracted Relief*

23. The relief component of this operation represents 66 percent of the total food tonnage requested for two years. Food distribution is planned for up to 80,000 Iraqi and Afghan refugees living in 29 camps; they will receive a food ration that covers 80 percent of their food requirements.
24. In addition to the general food ration, 6,700 schoolgirls in the camps and 300 women teachers will be enrolled in an education incentive scheme; they will receive 4 kg of oil per month during the nine-month scholastic year. It is planned to include girls of 11 to 14 attending middle schools as an incentive and a model for younger children; it will also discourage child marriages.

#### ⇒ *Protracted Recovery*

25. The recovery component represents 34 percent of total food requirements. Apart from the one-time delivery of wheat flour to a planned 1 million returning refugees at the Afghan border, the recovery component aims to strengthen the coping mechanisms of 40,000 Afghan refugees outside the camps in preparation for their return to Afghanistan. Beneficiaries will participate in education and skills training intended to facilitate reintegration into Afghan society; this will be provided primarily to refugees in Sistan-Baluchistan, which hosts a large number of refugees; it is the poorest province in Iran and has the highest level of food insecurity. It is expected that using food as incentives will be a self-targeting mechanism attracting only the most vulnerable. Most of the beneficiaries are under 40; because of the war, they did not have the opportunity to go to school. Availability of gender-disaggregated data from implementing partners is a pre-condition for implementation of the protracted-recovery activities.
26. The following education and training activities will be undertaken under the recovery strategy.
  - a) **Food-for-girls' education incentive for non-encamped Afghan refugees.** An education programme on a broad scale will be implemented in Sistan-Baluchistan province, targeting about 14,000 primary-school girls for two scholastic years of nine months each. Girls are usually required to assist with household chores or handicraft work at home, which deprives them of education. A law has recently been adopted that allows "undocumented" Afghans, generally considered the most vulnerable, to attend schools. This will facilitate targeting assistance to the most needy, because the poorest girls are now permitted to attend schools. Assistance to Afghan girls in settlement areas will be extended to up to 25 percent of Iranian girls attending the same classes. This is intended to help increase the very low enrolment rates of girls in the project area and to help prevent tension between host communities and refugees.



- b) **Food-for-women's literacy and skills training for non-camp Afghan refugees.** About 19,000 women will benefit from literacy and skills training, primarily in Sistan-Baluchistan, for two years. Skills training is organized for literacy, primary healthcare, reproductive health, nutrition and other life skills, and for skills that will benefit the refugees in income-generating activities such as handicraft production. Some of these skills will help Afghan women cope with the difficult living conditions that they may expect upon their return; others will enable them to engage in gainful employment. WFP's food assistance is an important part of the recovery strategy, because it enables women to participate and acquire skills.
  - c) **Teachers' incentives for non-camp Afghan refugees.** About 2,000 poorly compensated volunteer teachers and trainers involved in the above training will receive a monthly ration of 40 kg of wheat flour as an incentive and income transfer. Women constitute more than 70 percent of the beneficiaries.
  - d) **Feeding programme for orphans outside the camps.** Some 5,000 orphans are considered vulnerable because they have lost the support of the family structure. Orphanages with educational and vocational training activities will therefore be supplied with monthly food rations. Girls constitute more than 50 percent of the beneficiaries.
27. One daily ration of wheat flour will be provided to 1 million Afghan returnees at border exit points in 2003 and 2004 as part of the voluntary repatriation scheme.

### **Beneficiaries, Needs and the Food Basket**

28. Under the PRRO, 120,000 beneficiaries, 80,000 encamped refugees and 40,000 non-camp refugees, will receive food assistance. Food assistance of one daily ration of wheat flour will be given at border exit points to 1 million refugees to be repatriated in 2003 and 2004. A staple food basket of wheat flour, rice, vegetable oil, pulses and sugar will be provided to Afghan and Iraqi refugees. Wheat has a significant place in the food basket; the mode of distribution has a direct impact on refugees' livelihood. Iraqi refugees currently receive their wheat ration monthly in the form of flour together with the other commodities. Iraqi refugee households have been assisted by an NGO with ovens for baking bread. Afghan refugees receive their wheat in the form of 340-gram loaves of bread baked in camp bakeries; a nominal fee is charged for the baking. This system will be reviewed to compare the advantages of wheat distribution in the form of bread, flour or grain, and to examine means of engaging refugees in bread production to enhance employment opportunities.
29. Table 1 gives the ration scale for all categories of beneficiary. The daily basic food ration for the camp refugees and orphans will provide 1,679 kcal, 45 g of protein and 25 g of fat.



**TABLE 1: MONTHLY FOOD RATION TO THE BENEFICIARIES  
(kg/person/month)**

Activities	Wheat flour**	Rice	Veg. oil	Pulses	Sugar
General feeding***	8.4	3.0	0.6	0.9	0.45
Oil for girls' education	0.0	0.0	4.0	0.0	0.0
Food for girls' education	10.0	0.0	4.0	0.0	0.0
Food for women's literacy and skills training	10.0	0.0	4.0	0.0	0.0
Food incentives for teachers and trainers	40.0	0.0	0.0	0.0	0.0
Feeding for orphans***	8.4	3.0	0.6	0.9	0.45
Food for repatriation	*	0.0	0.0	0.0	0.0

\* 280 g of wheat flour, for one time only, to be handed over to UNHCR at border exit point.

\*\* All wheat will be distributed in the form of wheat flour with an extraction rate of 95 percent.

\*\*\* The food basket for general feeding and orphans provides 1,679 kcal/day/person.

30. The breakdown of beneficiaries and food requirements is shown in Table 2.

**TABLE 2: BENEFICIARIES AND FOOD REQUIREMENTS**

Activities	No. of beneficiaries	Duration of assistance (months)	Food requirements (mt)					Total
			Wheat*	Rice	Veg. oil	Pulses	Sugar	
<b>A. Camp refugees</b>								
General feeding	80 000	24	16 976	5 760	1 152	1 728	864	<b>26 480</b>
Oil for girls' education	7 000**	18	0	0	504	0	0	<b>504</b>
<b>B. Non-camp refugees</b>								
Food for girls' education	14 000	18	2 652	0	1 008	0	0	<b>3 660</b>
Food for women's literacy and skills training	19 000	24	4 800	0	1 824	0	0	<b>6 624</b>
Food incentives for teachers and trainers	2 000	24	2 022	0	0	0	0	<b>2 022</b>
<b>C. Feeding for orphans</b>								
	5 000	24	1 062	360	72	108	54	<b>1 656</b>
<b>D. Food for repatriation</b>								
	1 000 000	One day ration	294	0	0	0	0	<b>294</b>
<b>Total</b>	<b>1 120 000</b>		<b>27 806</b>	<b>6 120</b>	<b>4 560</b>	<b>1 836</b>	<b>918</b>	<b>41 240</b>

\* All wheat will be distributed to the beneficiaries in the form of wheat flour with an extraction rate of 95 percent.

\*\* Beneficiaries are a subset of the general feeding caseload.

### Activity Approval Mechanisms

31. A joint programme committee composed of representatives from BAFIA, UNHCR and WFP will oversee the planned activities and ensure that they are coordinated among the three agencies and the other partners. The committee will periodically review progress in implementing the PRRO, based on a two-year implementation plan. Membership of the committee will consist of the heads of programme sections of the agencies; the committee will meet monthly. Bi-annual meetings will be organized for the director general of BAFIA and the representatives of the two United Nations agencies.



32. A steering committee for education composed of representatives of all stakeholders has been established. Its main function is to coordinate activities in order to achieve an integrated approach. The steering committee will ensure that activities will be initiated in coordination with the local communities, local authorities and NGOs.

### **Institutional Arrangements and Selection of Partners**

33. BAFIA is the government agency responsible for coordinating all matters related to refugees. It will ensure that the other implementing partners meet their commitments. Memoranda of Understanding will be negotiated with the Literacy Movement Organization (LMO) of the Ministry of Education and with other NGOs involved in education and skills training, such as the Afghan Children Education Movement (ACEM), UNHCR, government counterparts and NGOs. UNICEF, UNESCO and UNFPA will provide inputs such as trainers, equipment, training materials and technical expertise for recovery activities.
34. WFP is working in partnership with UNHCR. A tripartite agreement is being prepared between BAFIA, UNHCR and WFP that will define roles and responsibilities, in particular regarding non-camp activities.
35. WFP and UNHCR have requested BAFIA to set up food-management committees in the refugee camps to ensure beneficiary participation, particularly of women. Efforts will be made to guarantee gender balance in the committees. WFP and UNHCR will ensure that women have a strong voice. It is expected that leadership exercised by women may vary depending on the socio-cultural situation in the camps.
36. Neither the United Nations Common Strategic Framework (CSF) nor the United Nations Development Assistance Framework (UNDAF) has been developed in Iran. The recovery component of the PRRO is, however, in line with the United Nations agencies' policy of targeting part of their assistance to the most needy in Sistan-Baluchistan, the poorest province. Activities planned under the PRRO will support the United Nations Inter-agency Development Project for Sistan-Baluchistan, which is targeted mainly to the food-insecure population, including refugees. Under this project, a number of sub-projects are operational, including income-generating activities and establishment of micro-enterprises that present an excellent opportunity for women to practise the skills acquired during literacy classes and skills training.

### **Capacity-Building**

37. A comprehensive skills inventory and assessment of training needs will be undertaken as the basis for a counterpart staff-training programme.
38. Capacity-building for counterpart staff will be facilitated by on-the-job training, joint field visits and assessment missions and workshops related to implementation of the PRRO. BAFIA storekeepers in all camps will be further trained in food and storage management.
39. Gender sensitization for staff and implementing partners will take place, with special focus on camp managers and others who could be influential in advocating equal opportunities for women.
40. WFP will strengthen its programme unit by recruiting an international staff member at the P-3/P-4 level. A new sub-office will be established in Sistan-Baluchistan to be headed by a United Nations Volunteer (UNV), who will coordinate implementation of recovery activities.



## Logistics Arrangements

41. The transport network has two main entry points: Bandar Abbas for containerized cargo and Bandar Imam Khomeini for bulk wheat.
42. The 29 refugee camps under WFP assistance will receive shipments by road from Bandar Abbas. Commercial transporters will undertake inland transportation. Local transport capacity is adequate; short-listed transporters have in the past delivered goods to camps throughout the country. No warehouse is required at the port, because containers are emptied at the port; cargo is loaded onto trucks for direct delivery to extended delivery points (EDPs) as soon as customs clearance is completed. WFP commodities are stored in government-owned warehouses in the camps and distributed monthly.
43. Bulk wheat arrives at Bandar Imam Khomeini and is discharged into government silos managed by the State Corporation for Grain. Following customs clearance, the wheat is transported in bulk to a mill in Ahwaz and ground into flour. The wheat flour is transported to EDPs on a quarterly basis.
44. The projected landside transport, storage and handling (LTSH) rate averages US\$25.25 per ton, including:
  - for containerized cargo: the cost of emptying containers at Bandar Abbas, loading onto trucks, transport to EDPs and offloading; and
  - for bulk wheat: discharging, transport to port stores, storage until it is cleared through customs by BAFIA, transport to a mill in Ahwaz and onward transport to EDPs.
45. BAFIA covers port handling charges on containerized commodities, including discharge, clearing and customs fees, and other duties and levies. Through its provincial representatives, BAFIA will ensure that commodities and other cargo provided by WFP are properly cleared, received, handled, distributed and accounted for. BAFIA will use its own resources to arrange for personnel and funds to manage these operations, including food distribution in the camps on behalf of UNHCR. It will be responsible for regular reporting on project implementation and act as the channel for communication between WFP and the Government.
46. Although Iran imports basic food items such as rice, oil and wheat, the items could be purchased locally if needed without disrupting the local market. In the event of cash contributions being made to the PRRO, WFP would be able to purchase food locally or regionally at competitive prices.
47. With the commodity movement processing and analysis system (COMPAS), WFP is able to provide a comprehensive view of commodity movements from the ports to EDPs.

## Monitoring and Evaluation

48. Under the ongoing PRRO, efforts have been made to standardize reporting and monitoring systems. Reporting formats and checklists were introduced to ensure that data is collected in a uniform manner. Information on beneficiaries is sorted by beneficiary groups and by gender. Joint field visits with key partners are planned, especially with UNHCR.
49. Given the increasing importance of the recovery component in the operation, WFP will work closely with the new implementing partners to ensure effective monitoring and enhanced reporting. This is expected to provide the required information on the education and training activities and their impact on the targeted communities.



50. In collaboration with UNHCR, WFP will complement monitoring and reporting data with qualitative information regarding its operations collected at household and community levels. Various instruments, such as nutritional, household economy and food-basket monitoring, will be used. WFP will collect information on commercial prices of relief and non-relief food items through market surveys as part of the regular monitoring process. UNHCR will support the training of health-post staff to collect weight-for-height data so that regular reports on nutritional status can be generated.
51. The monitoring and performance indicators include:
- number of refugees fed, by gender;
  - number of refugees trained or literate;
  - malnutrition rate (weight-for-height) among children under 5;
  - mortality rate for children under 5;
  - percentage of women on food-management committees;
  - percentage of camps where women are a majority on the food-management committees;
  - statistics on food distribution;
  - number of orphans fed;
  - number of enrolments under the oil-for-girls'-education scheme;
  - percentage enrolment rates and drop-out rates among girls inside the camps;
  - number of counterparts and staff trained;
  - number of refugees repatriated and food received;
  - timeliness and regularity of reports produced by implementing partners;
  - number of trainers and teachers participating; and
  - food market prices.
52. WFP will undertake a baseline survey of girls' schools before the start of the project to identify eligible schools and beneficiaries. The survey will be a basis for monitoring the educational and training activities, with regard to aspects such as enrolment and drop-out rates.

### Security Measures

53. A United Nations security plan is in place. Because most of the camps are in the border areas, where Phase 2 of the security plan is in force, the Government has agreed to the installation of high-frequency radios in all WFP vehicles; WFP staff have been provided with VHF handsets. The Government has been requested to grant a one-year renewable licence to use this equipment, in the entire country, which is in line with the United Nations minimum operational security standards.

### Exit Strategy

54. Most of the refugee camps have been in existence for 10 to 20 years. A phase-out strategy will therefore be included in the joint WFP/UNHCR work plan; this will be reviewed on an ongoing basis by both agencies in the light of the repatriation exercise and government plans for the residual caseload. Phasing out will depend on smooth social reintegration of the Afghan and Iraqi refugees. Depending on the success of the



repatriation programme, phase-out of assistance to refugees in Iran could become a reality at the end of 2004, at least for the Afghan refugees. The WFP phase-out strategy is contingent upon WFP's obligations for assistance to recognized refugees remaining in the country and the time frame of voluntary repatriation and improved stability in Afghanistan.

### **Contingency Mechanism**

55. The United Nations agencies in Iran designed a contingency plan for any potential influx of additional refugees into Iran. WFP will continue to participate in the working group chaired by UNHCR, which updates the contingency plan on a monthly basis.

### **Budget Proposal and Input Requirements**

56. The PRRO budget is given in Annex II. Direct operational costs (DOC) amount to US\$13,963,622; total WFP costs are US\$16,181,887 including US\$1,047,405 in direct support costs (DSC). The major part of DSC is reserved for strengthening the programme and monitoring unit, including an international staff member and support staff, as recommended by the evaluation mission. In view of the substantial increase in recovery activities in Sistan-Baluchistan, a sub-office will be opened in the provincial capital Zahedan, to be headed by a UNV. The remainder of the funds will be needed to cover the costs of the household food economy survey and regular operational expenses, which are substantial as a result of the remoteness and dispersion of the camps. The largest part of other direct operational costs (ODOC) of US\$272,701 covers the US\$203,526 costs of milling 27,807 mt of wheat. The remainder is for kitchen and canteen equipment for the orphans' programme, for a liaison official in the LMO and for organizing a gender workshop for counterpart personnel.

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## **RECOMMENDATION OF THE EXECUTIVE DIRECTOR**

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



## ANNEX I

## PROJECT COST BREAKDOWN

	Quantity ( <i>mt</i> )	Average cost per ton	Value ( <i>dollars</i> )
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Wheat	27 807		3 753 905
– Rice	6 120		1 315 800
– Pulses	1 836		660 960
– Oil	4 560		2 964 000
– Sugar	918		243 270
<b>Total commodities</b>	<b>41 241</b>		<b>8 937 935</b>
<b>External transport</b>			<b>3 711 664</b>
<b>Total LTSH</b>			<b>1 041 322</b>
<b>Other direct operational costs</b>			272 701
<b>Total direct operational costs</b>			<b>13 963 622</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Total direct support costs</b>			<b>1 047 405</b>
<b>Total WFP direct costs</b>			<b>15 011 027</b>
<b>C. Indirect support costs (7.8 percent of total direct costs)</b>			
<b>Subtotal indirect support costs</b>			<b>1 170 860</b>
<b>TOTAL WFP COSTS</b>			<b>16 181 887</b>

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The mix and quantities of commodities, as in all WFP-assisted projects, may vary depending on availability.



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

International Professional staff	278 600
National General Service staff	278 312
UNVs	86 000
Temporary assistance	27 579
Overtime	22 800
International consultants	20 000
National consultants	6 500
Staff duty travel	114 049
Staff training and development	14 000
Food economy/vulnerability survey	35 155
<b>Subtotal</b>	<b>882 995</b>

**Office expenses and recurrent costs**

Rental of facility	39 660
Utilities (general)	4 800
Office supplies	12 000
Communication and information technology (IT) services	31 000
Insurance	1 400
Equipment repair and maintenance	4 200
Vehicle maintenance and running costs	12 800
Other office expenses	14 800
United Nations organizations' services	36 000
<b>Subtotal</b>	<b>156 660</b>

**Equipment and other fixed costs**

TC/IT equipment	3 000
Furniture, tools and equipment	4 750
<b>Subtotal</b>	<b>7 750</b>

<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1 047 405</b>
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## ANNEX III

### PROTRACTED RELIEF AND RECOVERY OPERATION—IRAN 10213.0



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.

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## ACRONYMS USED IN THE DOCUMENT

BAFIA	Bureau of Aliens and Foreign Immigrants' Affairs
DSC	Direct support costs
EDPs	Extended delivery points
JFAM	Joint Food Assessment Mission
LMO	Literacy Movement Organization
LTSH	Landside transport, storage and handling
NGOs	Non-governmental organizations
PRRO	Protracted relief and recovery operation
TC/IT	Telecommunications and Information Technology
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNV	United Nations Volunteer

