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PROTRACTED RELIEF AND RECOVERY OPERATION – NEPAL 10058.3

Food Assistance to Bhutanese Refugees in Nepal

Number of beneficiaries	99,600
Duration of project	One year (1 July 2004–30 June 2005)
Cost (United States dollars)	
Total project cost	7,599,440
Total cost to WFP	7,599,440
Total food cost	5,654,459

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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

Bhutanese refugees started entering eastern Nepal in late 1990, following Bhutan's enforcement of restrictive citizenship laws in the later 1980s. In 1992, at the request of the Government of Nepal, UNHCR and WFP began a refugee operation to provide shelter, food and non-food assistance; by 1993, 80,000 refugees were in camps. Arrivals prior to June 1993 were granted prima facie refugee status, after which new arrivals were reduced to a few cases a year. In June 2003, the registered population in the seven camps was 102,892, 51 percent men and 49 percent women. A planning figure of 99,600 will be used for this phase (July 2004-June 2005), based on population growth and a 5 percent absentee rate during the joint verification exercise in Khudunabari camp.

Joint WFP/UNHCR assessment missions to identify refugee needs have been carried out regularly since the beginning of this operation, the latest in August 2003; its findings constitute the basis for this phase.

The 2003 assessment mission found that limited progress has been made in the bilateral verification process carried out by the Bhutanese and Nepalese Governments. The Joint Verification Team, which had completed interviews with 12,090 residents of Khudunabari camp in December 2001, finally announced its results on 18 June 2003. Fewer than 3 percent of those verified have been categorized as "bone fide Bhutanese". About 70 percent are in the category of those who "willingly emigrated" and it seems they will need to reapply for their citizenship and possibly be kept in transitional camps pending the outcome of their applications. About 25 percent were classified as "non-Bhutanese" whose fate is, as yet, unclear; approximately 3 percent were classified as those with "criminal records", who would need clearance from Bhutanese courts.

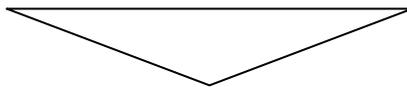
Concerns over the lack of third-party participation and modalities of categorization have been widespread among both local and international observers of the verification process. About 94 percent of the Khudunabari camp refugees appealed for reclassification to the Joint Verification Team within the two-week timeframe allotted after results were published. The verification exercise has split some family members into different categories, and in some cases categorized minors as criminals.

The 15th Ministerial Joint Committee meeting between Nepal and Bhutan in October 2003 has further clarified the timing, modalities and scope for repatriation: 70–75 percent of the refugees will be regarded as Bhutanese and repatriated to Bhutan; returnees from the first camp are expected to start to leave Nepal in February 2004. Categorization of the refugees will continue on a camp-by-camp basis.

The assessment mission found that the camps are well managed, but in the absence of durable solutions refugees rely on external assistance for daily survival; continued humanitarian support is clearly needed. WFP food assistance under this PRRO is to help registered refugees meet basic nutritional requirements through a general ration and targeted supplementary feeding programmes; levels of food assistance will remain the same as for the previous phase. This operation is implemented in compliance with WFP's Gender Policy 2003–2007; support for supplementary activities to increase self-reliance and improve skills among women and vulnerable refugees will continue, pending durable solutions.



DRAFT DECISION*



The Board approves Nepal PRRO 10058.3, “Food Assistance to Bhutanese Refugees in Nepal” (WFP/EB.1/2004/8-B/2).

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



CONTEXT AND RATIONALE

Context of the Crisis¹

⇒ *National Context*

1. Nepal is a least-developed low-income, food-deficit country with 23 million people; per capita gross domestic product is US\$236. Half of the country's population lives along the southern border with India on the plains (Terai), which cover only 23 percent of the national territory. Nepal ranks 143rd out of the 175 countries listed in the Human Development Index of the 2003 UNDP Human Development Report.
2. About 40 percent of the population survive on less than US\$1 a day. Poverty is largely concentrated in rural areas; 80 percent of the population are subsistence farmers. Of Nepal's 75 districts, 39 are estimated to be food-deficit. Food insecurity in food-surplus areas of the Terai results from limited access to and utilization of food; in the hills and mountains all dimensions of food insecurity are evident. Poor rural women and children are the most vulnerable: every second child is undersize; maternal mortality between 1985 and 2001 averaged 540 per 100,000 live births; mortality among children under 5 was 91 per 1,000 in 2001.
3. Maoist insurgency has recently become increasingly violent. A cease-fire declared in January 2003 between the Government and rebels ended in August; in September a police post was attacked in Khudunabari camp and one police officer was killed, the first such incident in the camp environment. There is concern that camp insecurity may escalate; the need to identify durable solutions is now even more urgent.

⇒ *The Bhutanese Refugees*

4. Bhutanese refugees started to enter eastern Nepal in late 1990. Concern that southern Bhutanese ethnic Nepalese, a significant proportion of the population, would be sympathetic to the democracy movement in the region caused Bhutan to enforce restrictive immigration and citizenship laws during the second half of the 1980s. By 1993, 80,000 refugees were in Nepal. In 1992, at the request of the Government, UNHCR and WFP began an operation to provide shelter, food and non-food assistance to refugees in the seven camps. Those who arrived prior to 1993 were granted refugee status, after which new arrivals were gradually restricted to a few cases a year. In June 2003, the registered population in the camps was 102,892. The assessment mission recommended a headcount of refugees in the coming months to verify actual numbers.
5. Between January 1992 and June 2004, WFP will have committed US\$87 million for food assistance, equivalent to 224,600 mt of commodities. In 2003, UNHCR will provide US\$3.7 million for care and maintenance programmes. Direct assistance for Bhutanese refugees currently averages US\$104 per refugee.²

¹ Figures in this section are taken from World Development Report 2002 (World Bank), Human Development Report 2003 and Nepal Human Development Report 2001 (UNDP) unless specified.

² WFP, UNHCR and other implementing partners provided US\$10,781,626 for the Bhutanese refugee assistance operation in 2003.



6. The camps are in Jhapa and Morang districts in the fertile and densely populated Terai; their combined population is 1.5 million, and they rank among the ten most developed of Nepal's 75 districts.³ The Terai attracts migrant workers from impoverished hill and mountain areas, adding to pressure on land and limited employment opportunities and resulting in pockets of extreme poverty and tensions between the refugees and the host population.
7. Nepal is not a signatory to the 1951 Geneva Convention. Refugees are regarded as foreigners without political rights; they are not allowed to engage in economic activity or own immovable property. The Government's policy of non-integration limits refugees' access to the local economy. Refugees have freedom of association, however, and run several political organizations.

⇒ *Durable Solutions*

8. Negotiations between the Governments of Nepal and Bhutan began in 1993. After several rounds of meetings between March and December 2001, the joint verification team completed interviews with 12,090 residents of Khudunabari camp and finally announced its results on 18 June 2003. Fewer than 3 percent of those verified were categorized as "bona fide Bhutanese"; 70 percent, categorized as having "willingly emigrated", may need to reapply for citizenship and may be kept in transitional camps pending the outcome; 25 percent were classified as "non-Bhutanese", whose fate is unclear; 3 percent were classified as having criminal records and would need clearance from Bhutanese courts.
9. Concerns over the lack of third party participation in the joint verification process and modalities of categorization have been widespread among local and international observers of the verification process. About 94 percent of the Khudunabari Camp refugees appealed for reclassification to the JVT within the two-week time-frame allotted after results were published. The verification exercise has split some family members into different categories, and even categorized some small children as criminals.
10. The 15th Ministerial Joint Committee (MJC) meeting between Nepal and Bhutan in October 2003 further clarified the timing, modalities and scope of repatriation: 70- 75 percent of the refugees will be regarded Bhutanese and repatriated; returnees from the first camp should start to leave Nepal in February 2004. Categorization of the refugees will continue on a camp-by-camp basis.
11. Agreement was reached with the Nepalese Government and the recent WFP/UNHCR assessment mission whereby an informal task force of members of the Government, WFP and UNHCR will discuss future scenarios. The extent and scope of long-term solutions remain unclear, however.

Situation Analysis

12. In August 2003, the WFP/UNHCR joint assessment mission reassessed the requirements of the refugee camp population; the Government, WFP, UNHCR and non-governmental implementing partners were consulted; six camps were visited. The mission focused on the joint verification exercise and the search for durable solutions, as well as operational management, food supply, health and nutrition, living conditions, education services, supplementary activities and relationships with the surrounding population. Levels of food assistance for future support were assessed. The mission's findings form the basis for this phase of the PRRO.

³ Indicators of Development, ICIMOD/SNV, 1997.



⇒ *Camp Infrastructure*

13. The refugees' living conditions meet all basic requirements: the camps are clean, with no apparent hygiene or health risks. The refugees' own initiative is significant in keeping the environment clean and comfortable. Dwellings consist of a mud base with bamboo walls and a thatched roof; one latrine is installed for every two dwellings. A camp sub-committee oversees maintenance of dwellings and latrines, managed by the Lutheran World Federation (LWF), which also manages the water supply. Good hygiene and rigorous monitoring of water quality contribute to low incidence of disease.

⇒ *Health and Nutrition*

14. In January 2001, the Association of Medical Doctors of Asia (AMDA) took over management of camp health services from Save the Children-UK. Each camp has a health centre, a mother-and-child-health clinic and one or two basic health units managed by the Bhutanese Health Association (BHA). Immunization is carried out monthly, with 97 percent coverage of children aged over 9 months. There are referral hospitals outside, shared with the local population.
15. BHA, overseen by AMDA, is responsible for preventive and community health, including regular screening of children under 5 for malnutrition, and public health awareness campaigns; 70 percent of the refugees are screened at the basic health units. Children under 5 receive vitamin-A supplements twice a year; iron supplements are given to pregnant and lactating women; deworming is carried out twice a year for schoolchildren. WFP supported supplementary feeding targeting vulnerable groups with special nutritional requirements accounting for 3 percent of the camp population.
16. There is no indication of any need to broaden the scope of the current health services provided by AMDA. The 2003 assessment mission recommended reviewing assistance levels to harmonize them with international standards.
17. The health and nutrition of the refugees continue to be satisfactory and stable. Relevant indicators in the camps compare favorably with national rates (see Table 1). The 2003 AMDA annual nutrition survey of all camps reported wasting at 8.4 percent, which is low compared with the national 9.6 percent.⁴ Stunting was significantly lower than the national average. Mortality rates reflect the adequacy of camp services and living conditions.

TABLE 1: NUTRITION AND HEALTH INDICATORS						
	Global wasting (WHZ<-2SD)	Global stunting (HAZ< -2 SD)	Under-5 mortality rate	Crude mortality rate	Maternal mortality rate	Birth rate
Camp average	8.4%	29 %	4.4/1,000 live births	3.4/1,000	110/100,000 live births	18/1,000
National average	9.6 %	50.5%	91/1,000 live births	10/1,000	540/100,000 live births	33.6/1,000

18. Since 1999, when a serious outbreak of vitamin B deficiency—angular stomatitis and beri-beri—occurred in the camps, prevalence of micronutrient deficiencies has been reduced to acceptable levels. Introduction of school-based supplementary feeding during 78 days of the dry season, the use of parboiled rice in the general ration, home gardening

⁴ Nepal Demographic and Health Survey 2001, Family Health Division, Department of Health Services, Ministry of Health, Government of Nepal, 2002.



and awareness campaigns among health staff and the camp community have contributed to improved control of the nutritional situation.

⇒ *Education*

19. Educational standards in the camps are impressive, particularly compared with the national situation: 80 percent of the camp population are literate, up from 15–20 percent in the early years of the operation; in 1999, 28 percent of women and 62 percent of men in Nepal were literate. Virtually all young people are enrolled in camp-based primary and secondary schools managed by CARITAS Nepal; the average for Nepal in 1995–2001 was 66 percent. Boys account for 51 percent of students, girls 49 percent; the school drop-out rate is below 1 percent.
20. The camp schools offer Bhutanese and Nepalese curricula; courses are taught in English. Refugee students have achieved a pass rate of 74 percent in the School Leaving Certificate, twice the national rate.

⇒ *Impact of Refugee Presence on Local Communities*

21. The presence of 100,000 refugees has had a mixed impact on communities in Jhapa and Morang districts. This large humanitarian operation creates considerable economic opportunities in the region: local people can access services offered to the refugees such as vocational training, home gardening and healthcare. Some communities resent the refugees, however, often because of competition for unskilled labour opportunities—even though such opportunities are unofficial and irregular, some refugees enter the market. The relationship between refugees and local communities remains fragile.
22. Between 1994 and 2002, UNHCR implemented the Refugee-Affected Areas Rehabilitation Programme (RAARP), targeting communities in refugee-affected areas. The project expanded to tackle environmental issues near refugee camps and to support local communities in development initiatives. US\$2.5 million was made available to village development committees to construct and repair roads near camps, construct school buildings and libraries, and set up vocational training and group-loan schemes. RAARP ended in March 2002. The assessment mission recommended implementing partners to seek direct funding to continue their projects with communities in the refugee-affected areas.

⇒ *Environmental Concerns and Corrective Measures*

23. Measures are in place to minimize the negative environmental impacts of the presence of refugees. Solid-waste management and vector-control activities are carried out in the camps, supplementing construction and maintenance of family latrines. The deep groundwater pumping system is regularly maintained, preventing depletion of shallow groundwater used by surrounding communities.
24. Distribution of kerosene and repair or replacement of cooking stoves reduce the use of wood from nearby forests. Local construction materials are provided to minimize forest encroachment, which concerned local communities.
25. WFP sells the empty food bags and oil tins to generate income to support supplementary activities in the camps. The containers are not distributed in the camps, so they cause no environmental damage.



Government Recovery Policies and Programmes

26. The Ministry of Home Affairs, the main government counterpart assisting refugees, is responsible for inter-agency and interministerial coordination through its National Unit for the Coordination of Refugee Affairs at the central level and the Refugee Coordination Unit (RCU) at the district level. The Ministry of Foreign Affairs is responsible for coordinating policies, including repatriation.
27. The Government has from the outset supported WFP and UNHCR supplementary programmes and activities to improve refugees' living conditions, but it does not allow refugees to seek employment or business opportunities outside the camps. Some refugees enter the local labour market informally, however, at wage rates considerably less than local workers.
28. Since the 1996–1997 phase, the Government has contributed US\$100,000 to WFP annually to purchase food, and routinely grants tax and duty exemptions for locally purchased and imported food. This is a significant financial commitment, given the Government's urgent priorities and the least-developed status of the country.

Rationale

29. The Government's policy against involving refugees in the local economy means that the refugees are dependent on food aid and non-food assistance; the possibilities of supplementing basic rations provided by WFP, UNHCR and other agencies are thus limited. At the same time, the Government cannot support the Bhutanese refugee population independently.
30. WFP is responsible for mobilizing cereals, edible oil, pulses and other sources of protein, blended foods, salt and sugar for supplementary feeding programmes. UNHCR is responsible for mobilizing fresh foods, spices, dried skimmed milk (DSM) for therapeutic feeding and fuel and non-food items.

RECOVERY STRATEGY

Beneficiary Needs: Food Aid Requirements

31. The 2003 assessment mission recommended maintaining the daily per capita rations (see Table 2) but reducing the number of beneficiaries. General distribution for this phase is planned for 99,600 refugees. Supplementary feeding for vulnerable groups is planned for 3,300 beneficiaries and school-based supplementary feeding for 42,000 students for 78 school days.
32. WFP's basic ration contains 1,980 kcal per person per day, including 41 g of protein and 27 g of fat, towards the recommended minimum requirement of 2,100 kcal. The balance comes from UNHCR complementary foods and refugees' limited coping mechanisms. Since October 2000, one third of the lentil ration has been replaced by chickpeas to allow for sprouting, thus improving the nutritional value of the food basket. Training in sprouting was given to 3,500 beneficiaries; a survey subsequently found that many refugees now sprout chickpeas for daily consumption.
33. The food requirements for this 12-month PRRO amount to 22,865 mt. For WFP, total requirements are 19,226 mt of basic and supplementary food commodities (see Table 2).



TABLE 2: TOTAL FOOD REQUIREMENTS AND BREAKDOWN OF DAILY FOOD RATIONS				
Commodity	Total food requirement (mt)	General ration (g)	Health centre suppl. ration	School suppl. ration
Rice (parboiled)	14 905	410		
Pulses	2 181	60		
Vegetable oil	921	25	10	
Wheat/CSB* (fortified)	178		80	25
Sugar	768	20	15	7
Salt (iodized)	273	7.5		
Subtotal	19 226			
Fresh vegetables (UNHCR)	3 635	100		
DSM (UNHCR)**	4.5		40	

*Corn-soya blend.

**Provided to 300–350 malnourished children among the 3,300 beneficiaries per month of the projected health-based supplementary feeding programme.

The Role of Food Aid

34. The principal role of food aid is to help the refugees to meet basic nutritional requirements through a general ration and targeted supplementary feeding programmes. WFP inputs will be complemented by UNHCR food and non-food items.

Programme Approaches

35. As durable solutions are identified, a delivery framework for assistance to refugees will be developed in collaboration with UNHCR, implementing partners and government agencies in Nepal and Bhutan. Resources committed to this PRRO may be reallocated to repatriation and resettlement. No additional food resources should be necessary if repatriation packages are required during this phase.

Risk Assessment

36. Since 1999, levels of food and non-food assistance have been at the minimum safe level. There is no evidence of over-nutrition in the camp populations. Reducing the level of food assistance would risk a negative impact on the refugees' nutritional status, because coping mechanisms are stretched and the Government and local communities cannot substitute WFP food assistance. The quality of the food basket needs to be maintained: if parboiled rice—a rich source for thiamin (vitamin B)—were no longer available, for example, beri-beri might recur.
37. Increased Maoist rebel activities may destabilize the security situation in Jhapa and Morang districts, adversely affecting WFP's operations.
38. Further delays by the Governments of Nepal and Bhutan in identifying durable solutions for the refugee caseload could have a negative influence on donor support.



Objectives and Goals

39. The main objectives are to:
- ensure regular access to a basic food ration for registered refugees;
 - contribute to improving the nutrition and health of vulnerable refugees through targeted supplementary feeding programmes; and
 - enhance coping mechanisms and skills through income-generating and other supplementary activities such as vocational training and home gardening.

IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components

⇒ *General Distribution*

40. A general ration for 99,600 registered refugees is envisaged. General distribution of WFP basic food commodities is handled fortnightly by the refugees under the supervision of Camp Management Committees (CMCs) and the Nepal Red Cross Society (NRCS). The WFP general ration is complemented by fresh vegetables provided by UNHCR. To increase further the availability of fresh food, WFP launched a home gardening project in April 1999 that provides approximately 100 kg of vegetables annually per household.

⇒ *School-Based Supplementary Feeding Programme*

41. Supplementary feeding for schoolchildren, recommended by the 2000 UNHCR/WFP joint assessment mission, was introduced in 2001, covering children in CARITAS camp schools from pre-primary to grade 10, excluding play centres, during the dry season.
42. A daily ration of 25 g of fortified wheat/corn-soya blend and 7 g of sugar, equivalent to 120 kcal, is provided in camp schools to improve micronutrient status and tackle the seasonal incidence of angular stomatitis.
43. The 2003 assessment mission recommended continuation of this school-based supplementary feeding for 42,000 pupils for 2004–2005, based on current numbers of schoolchildren and natural population growth. UNHCR will continue to provide schools with non-food items and kerosene.

⇒ *Health Centre-Based Supplementary Feeding Programme*

44. Supplementary feeding at health centres covers children between 6 and 12 months, malnourished children from 1 to 5, pregnant and lactating women, tuberculosis patients and elderly sick people. A premixed ration of 80 g of micronutrient-fortified wheat/corn-soya blend, 15 g of sugar and 10 g of vegetable oil is distributed weekly; 40 g of DSM provided by UNHCR is added for 300–350 malnourished children per month. Health education is provided during distribution.
45. For children between 1 and 5, the entry requirement for the feeding programme is weight-for-height below 80 percent. The children are referred to mother-and-child health clinics, where they remain enrolled until they can maintain 85 percent weight-for-height for one month; this period will be reviewed, as recommended by the assessment mission.



46. An average of 3,075 people a month, 3 percent of the camp population, were assisted in 2002. During the first half of 2003, average monthly enrolment in supplementary feeding was 2,682. Nursing mothers and infants of 6–12 months accounted for 67 percent of the caseload from January to June 2003, pregnant women 26 percent, malnourished children 5 percent, and elderly and sick people 2 percent.
47. In view of the annual population growth of 1.2 percent, based on AMDA data for the first six months of 2003, and to provide a margin of safety, supplementary feeding is planned for 3,300 beneficiaries per month for 2004–2005.

⇒ *WFP-Supported Supplementary Activities*

48. Since 1994, funds have been generated by selling empty WFP oil tins and food sacks; as of 30 June 2003, the amount generated was US\$166,097. In agreement with the Government and UNHCR, WFP has used the funds to create opportunities for economic self-reliance among women and vulnerable refugees. Camp rules forbid economic activities outside the camps, however, so WFP's agreement with the Government states that supplementary activities must take place in the camps and not influence the local market.
49. Supplementary activities such as income generation, vocational training and home gardening have expanded in recent years: participation in vocational training has increased by 50 percent since 2002. Family participation in home gardening has increased from 9,400 families in 2002 to 12,050 families and now includes 80 percent of camp refugees. WFP's main implementing partner for income-generating and micro-credit activities is the Refugee Women Forum (RWF), a voluntary organization that aims to improve women's social status.
50. The current phase has included vulnerable local people in refugee vocational training on a one-to-one basis, as recommended by the 2002 assessment mission. The 2003 mission recommended continuing this in future vocational training and home gardening. The aim is to enhance relationships between refugees and people in surrounding areas and build capacities in communities. At the same time, it is recommended that refugee enrolment in Nepali vocational training and other institutions be increased.
51. Given the importance of continuing the activities, additional funds have been budgeted under other direct operational costs (ODOC). The requested US\$25,000 will maintain the level of funds required for the next phase, part of which will be a study of women's issues under supplementary activities.

⇒ *Vocational Training*

52. CARITAS has been implementing vocational training since early 1998; trainees are now 50 percent refugees and 50 percent local people. School drop-outs from needy families are mainly selected as trainees, based on CARITAS and WFP criteria. There have been five cycles of vocational training in welding, house-wiring, servicing electronic goods, carpentry, pattern drafting, cosmetics and beauty, and automobile mechanics. The current cycle has 357 trainees.⁵ Efforts are being made to attract more women and to include more courses that appeal to women in order to increase their participation to 50 percent; 44 percent of trainees in the current cycle are women, up from 35 percent in the previous cycle.

⁵ There are 296 trainees in the CARITAS programme, 41 in the AMDA programme and 20 in the Madan Memorial Academy Nepal programme.



53. In May 2003, an independent market survey recognized the benefits of vocational training, but recommended improvements and new subject areas that the market could support such as book-keeping and accounting, which have now been incorporated.

⇒ *Home Gardening*

54. A home-gardening project was launched in 1999 to enable households to improve access to foods rich in micronutrients by growing vegetables, mainly green leafy vegetables with high vitamin concentration. Cuttings and seeds are provided from camp-based nurseries. The June 2003 AMDA Annual Nutrition Survey indicated a slightly lower rate of angular stomatitis among children in families with home gardens.
55. Participants are selected from the most vulnerable families, user-groups are formed and training in growing all-year vegetables and fruit is provided. Composting, pest management and nutritional workshops are included.
56. Household yields provide 100–150 kg of additional vegetables per family per year. The land available for refugees to grow food is limited, however.

Beneficiaries

57. This phase of the operation covers an estimated 99,600 registered Bhutanese refugees, 51 percent men and 49 percent women, based on discussions with the Government and UNHCR, noting the 5 percent absentee rate during the joint verification exercise and the estimated annual growth rate of 1.2 percent; this is significantly lower than the 2.4 percent for Nepal and 2.6 for Bhutan, reflecting the success of family planning in the camps. Average family size is six people; 42 percent of the population are under 17.
58. A headcount in 2004 managed by UNHCR, recommended by the assessment mission, will review actual refugee numbers in the camps. As durable solutions are found, refugees will continue to receive appropriate food assistance until they are settled, so it is unlikely that the caseload will be reduced significantly during this phase.

Selection of Activities

59. The limited range of activities is designed to maintain acceptable nutritional status among the refugees through a general and a supplementary ration. School-based supplementary feeding is designed to prevent micronutrient deficiencies during the dry season, when access to fresh fruit and vegetables is limited. The supplementary ration for beneficiaries selected through the camp healthcare system targets malnourished people or those with increased nutritional requirements.
60. Supplementary activities funded by sales of empty oil tins—income generation, vocational training and home gardening—are selected with the participation of the CMCs to promote self-reliance and improve refugees' skills in preparation for the future.

Activity Approval Mechanism

61. General and supplementary feeding are recommended on the basis of the 2003 assessment mission and approved through standard WFP procedures.
62. Supplementary activities funded by sales of empty containers or direct funding are proposed by the refugees and then approved by WFP, with clearance from CMCs and Nepalese district authorities.



Institutional Arrangements and Selection of Partners

63. The Nepal Ministry of Home Affairs oversees registration and transfers between camps and issues travel permits through RCU in Jhapa. Government-approved rules from the basis of camp administration; daily management is largely handled by refugees, overseen by camp supervisors; technical and logistics support is provided by UNHCR, WFP and other implementing agencies.
64. Monthly inter-agency coordination meetings with all partners and RCU are held in Jhapa. Periodic sector meetings take place in the camps, focusing on social services, logistics, infrastructure, health and nutrition. Coordination meetings of district authorities, aid agencies and camp representatives are conducted every two months to address issues of immediate concern to the refugees.
65. As a result of sexual and gender based violence (SGBV) in the camps last year, self-management was re-assessed. UNHCR placed field officers in each camp, employed two international protection officers and introduced a code of conduct. All WFP staff have signed a code of conduct and received training in SGBV awareness and sensitization; WFP has allocated part of the ODOC budget to further education and support on gender issues.
66. Each camp annually elects a CMC consisting of refugees and including a secretary and deputy, sector and sub-sector heads and a women's focal point, whose briefings this year stressed gender issues. There are six main sub-committees: (i) administration, responsible for coordination with United Nations, government and NGO partners, (ii) project services, which deals with maintenance, (iii) distribution, which mobilizes volunteer labour to distribute relief items, (iv) social services, coordinating activities for vulnerable groups, (v) health, promoting refugee self-management in the health sector and (vi) the counselling board, which settles disputes.
67. In 2003, women's representation in the committees was 47 percent, compared with 32 percent in 2002 and a target of 50 percent. RWF, supported by UNHCR and WFP, continues to work on gender sensitization, women's empowerment and administration of micro-credit schemes. WFP strives to increase the percentage of women on CMCs and promote leadership positions for women.
68. Several refugee organizations assist the camps: RWF implements vocational training and income-generating activities for women and vulnerable families, the Bhutanese Refugees Aiding Victims of Violence (BRAVVE) assists vulnerable individuals and families in skill development and the Bhutanese Health Association works with AMDA to deliver health services.
69. WFP and UNHCR fund NGOs conducting food distribution and sectoral activities in the camps; CARITAS, NRCS and LWF are implementing partners for WFP-supported supplementary activities; NRCS manages distribution of food and non-food items; AMDA carries out post-distribution monitoring of food baskets.

Capacity Building

70. The cost-effectiveness and efficiency of this operation largely results from the participatory approach and collaboration between United Nations agencies and NGO partners; refugees are involved in all camp activities; the camp management structure is well-established.



71. RWF, for example, established in the early 1990s, now has over 2,000 members and has been instrumental in promoting women's participation in management and addressing women's needs through gender sensitization, literacy and skills training, and income generation.
72. The high degree of organization and the educational levels reached by many refugees, especially young people, will help them to manage their lives once they leave the camps.

Logistical Arrangements

⇒ *Food Resourcing and Delivery*

73. Since 1992, most food has been procured locally or regionally by WFP. Local purchases allow prompt and regular delivery with low transport costs and benefit local production and trade. The cost of locally procured commodities includes transport to the camps. In-kind contributions arrive at Calcutta, the main entry point for eastern Nepal, and bear external and overland transport costs.
74. Depending on the availability of cash contributions, local procurement will continue to be given priority because it is more efficient and supports local markets provided they can supply the required quantities and quality. In-kind contributions may be required as a result of cash constraints.
75. Suppliers deliver commodities direct to camp warehouses, where NRCS takes over storage and handling and oversees distribution.

⇒ *Camp-Level Distribution*

76. The 2003 assessment mission noted that food delivery and final distribution for general and targeted feeding are managed efficiently with adequate accounting, recording and reporting by implementing NGOs. It recommended a headcount to coincide with the issue of ration cards to ensure greater transparency.
77. Each camp is composed of between 4 and 12 sectors, divided into subsectors of 80 to 110 families, which are distribution units for food and non-food assistance. Currently, all deputy camp secretaries, 25 percent of sector heads and 61 percent of distribution committee members are women. Each sector and subsector has representatives supervised by CMCs. Subsector heads and their assistants are elected under supervision by RCU/Ministry of Home Affairs camp officials and are responsible for distribution of basic food and non-food rations.
78. In July and August 2003, NRCS and WFP conducted a ration-collection survey in the camps to determine which family member usually collects the rations. In 48 percent of cases, women collected the rations; in 35 percent of cases, women helped with distribution; in 27 percent of cases, women helped to transfer food to distribution sites. Ration-entitlement cards in the names of women family members may be issued as a result of the headcount recommended by the 2003 joint assessment mission.
79. For the supplementary feeding programme, premixed rations of sugar and vegetable oil are prepared by AMDA in camp health centres and distributed as dry take-home rations. For the school-based supplementary feeding programme, a drink of wheat/corn-soya blend and sugar is distributed.



Monitoring and Evaluation

80. Supply of commodities to the camps is controlled through WFP's procurement and logistics system. Delivery is monitored by WFP-appointed superintendents, NRCS, WFP field staff and refugees. For food and non-food deliveries, NRCS issues a monthly situation report detailing the number of assisted refugees, food and non-food distribution and shortfalls and stock balances in each warehouse. Monitoring is further enhanced by daily WFP commodity tracking reports, fortnightly reports from the sub-office, monthly Food Availability Status Reports (FASREPs) and regular logistics missions.
81. Food-basket monitoring of the general food ration and fresh vegetables started in all camps in February 2000 to ensure fairness, transparency and reasonable levels of accountability. The monitors are supervised by an AMDA nutrition monitor and NRCS; results are summarized in monthly food-basket monitoring reports by AMDA. The 2003 assessment mission recommended random household-level spot checks to improve monitoring.
82. AMDA prepares a monthly health-and-nutrition situation report on morbidity and mortality rates, nutrition of children under 5, use of family-planning services and supplementary food distribution. An annual nutrition survey of children under 5 is conducted, based on a sample from each camp.
83. Detailed data on camp populations is available on a gender-disaggregated basis and regularly updated by UNHCR.
84. Annex III lists the performance indicators regularly monitored for each project objective.

Security Measures

85. RCU, chaired by the chief district officer of Jhapa, is responsible for camp administration, law and order, posting camp supervisors and police units and, in liaison with UNHCR, registration and screening of new arrivals. The Jhapa chief district officer, UNHCR and WFP hold monthly security meetings. CMC members are consulted regularly. All parties are in regular radio and telephone contact; United Nations security protocols are observed by all implementing partners.
86. Following security incidents caused by Maoist insurgents in some of the camps, permanent police points were replaced by mobile police patrols. UNHCR has put pressure on the government, emphasizing the state's responsibility for the safety of the refugees and humanitarian workers.
87. In October 2003, both districts hosting the camps were declared Phase 3 by the Office of the United Nations Security Coordinator (UNSECOORD), restricting United Nations staff to essential travel. This may influence regular monitoring in the camps.

Exit Strategy

88. Fifteen rounds of MJC talks between the Nepalese and Bhutanese Governments were held between 1992 and 2003. Solving the refugee crisis remains a bilateral process with an understanding that UNHCR will act as a technical and advisory facilitator if requested. Security and monitoring in line with international standards would be expected for refugees who repatriate; much remains to be clarified during the next MJC meeting.
89. As recommended by the 2003 assessment mission, an informal task force of WFP, UNHCR and the Government will be established to discuss responses to potential durable solutions.



Contingency Mechanism

90. During this phase, depending on political progress, repatriation and resettlement plans may be formulated, including arrangements for reception and reintegration of returning refugees and plans for refugees not accepted for repatriation. WFP country offices in Bhutan and Nepal, in coordination with UNHCR, will prepare contingency plans to provide food assistance to returnees as required. The ongoing insurgency may adversely affect WFP's operations, and an increased focus on logistics and security measures is required. In the event of resettlement or reintegration, food resources committed to this PRRO would be reallocated to refugees in their new situation. Delivery modalities will be developed with UNHCR once the number of refugees returning to Bhutan and those to be resettled elsewhere are known and the time-frame is clear.

BUDGET PROPOSAL AND INPUT REQUIREMENTS

91. WFP will purchase commodities through local suppliers, resources permitting, which is more cost-effective than in-kind contributions. Local purchasing supports the local economy and is more flexible in terms of supply and management.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

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



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per ton	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Rice	14 905	256	3 815 680
– Lentils	1 454	366.44	532 804
– Chick peas	727	390	283 530
– Vegetable oil	921	725	667 725
– Wheat-soya blend	178	360	64 080
– Sugar	768	350	268 800
– Iodized salt	273	80	21 840
Total commodities	19 226		5 654 459
External transport		19.984	384 218
Landside transport			153 091
Subtotal for ITSH			152 612
Total LTSH		15.90	305 703
Other direct operational costs			25 000
Total direct operational costs			6 369 380
B. Direct support costs (see Annex II for details)			
Total direct support costs			732 900
C. Indirect support costs (7%)			
TOTAL WFP COSTS			7 599 440
¹ 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 (US\$)	
Staff	
International professional staff	357 600
National professional officers	25 300
National general service staff	172 500
International consultants	13 000
UNVs (national)	10 000
Staff duty travel	25 000
Staff training and development	8 000
Subtotal	611 400
Office expenses and other recurrent costs	
Rental of facility	10 500
Utilities (general)	10 000
Office supplies	10 000
Communication and IT services	30 000
Insurance	3 000
Equipment repair and maintenance	3 000
Vehicle maintenance and running cost	20 000
Other office expenses	8 000
Subtotal	94 500
Equipment and other fixed costs	
Furniture, tools and equipment	5 000
TC/IT equipment	22 000
Subtotal	27 000
TOTAL DIRECT SUPPORT COSTS	732 900



ANNEX III

PRRO NEPAL 10058.3—ASSISTANCE TO BHUTANESE REFUGEES IN NEPAL

Results hierarchy	Objectively verifiable indicators	Means of verification	Assumptions/risks
<p>Goal:</p> <ul style="list-style-type: none"> ➤ Contribute to the basic sustenance, health and well-being of registered Bhutanese in the seven refugee camps in eastern Nepal ➤ Promote progressive self-reliance and empowerment of refugees, especially women and girls 	<ul style="list-style-type: none"> ➤ Nutritional and health status of registered Bhutanese refugees ➤ School enrolment rate and graduation rate by gender 	<ul style="list-style-type: none"> ➤ Annual WFP/UNHCR Joint Assessment Mission for overall assessment based on camp visits, contacts with refugees and stakeholders, and reports (AMDA Monthly Health and Nutrition Situation Report, AMDA Annual Nutrition Survey, and CARITAS school records) 	<ul style="list-style-type: none"> ➤ Stable camp situation ➤ Stable political/security situation ➤ Consistent government policy; Letter of Understanding with Government
<p>Purpose:</p> <ul style="list-style-type: none"> ➤ Ensure regular access to a basic ration for all registered refugees ➤ Contribute to improving the nutritional and health status of the most vulnerable through targeted supplementary feeding programmes 	<ul style="list-style-type: none"> ➤ Camp-wise number of individual rations collected (basic ration) ➤ Fortnightly quantity of basic food commodities distributed per camp ➤ On-site monitoring of camp-wise food distribution ➤ Balance stocks of food commodities ➤ Balance stocks of empty containers ➤ Post CIF losses ➤ Health and nutrition indicators: malnutrition rate, maternal/under 5/infant/ mortality rate, CDR, CBR, disease incidence rates ➤ Number and category of beneficiaries in SFP ➤ Monthly camp-wise number of food 	<ul style="list-style-type: none"> ➤ WFP Monthly FASREPS ➤ WFP Fortnightly SITREP ➤ NRCS Monthly SITREP ➤ AMDA Monthly Food Basket Monitoring Report ➤ Regular distribution monitoring by WFP food aid monitors and staff ➤ AMDA Monthly Health and Nutrition SITREP ➤ AMDA Annual Nutrition Survey Report ➤ Health screening of under 5 children by AMDA (December) ➤ WFP Monthly FASREP 	<ul style="list-style-type: none"> ➤ Stable political situation inside and outside the camps that allows normal functioning of WFP and/or camp management ➤ Adequate resourcing for purchase of food commodities ➤ Continued commitment and adequate human resources from implementing partners ➤ As above



PRRO NEPAL 10058.3—ASSISTANCE TO BHUTANESE REFUGEES IN NEPAL

Results hierarchy	Objectively verifiable indicators	Means of verification	Assumptions/risks
<ul style="list-style-type: none"> ➤ Strengthen coping mechanisms and enhance skills through income-generating and other supplementary activities 	<p>receiving refugees in SFP</p> <ul style="list-style-type: none"> ➤ Monthly quantity of SFP food commodities distributed per camp ➤ Supplementary income-generating activities: number of beneficiaries by gender and repayment rates for micro-credit schemes ➤ Vocational training: completion rate by gender ➤ Home gardening programme: number of beneficiaries, types of vegetable varieties cultivated and production levels 	<ul style="list-style-type: none"> ➤ WFP Fortnightly SITREP ➤ NRCS Monthly SITREP ➤ On-site monitoring by WFP food aid monitors and staff ➤ Ad hoc surveys and studies ➤ RWF Progress and Final Report ➤ CARITAS/AMDA/MMAN Monthly Situation Report and Project Completion Report ➤ NRCS/LWF Seasonal Monitoring Report, Half Yearly Report, and Final Report ➤ Ad hoc surveys and studies ➤ Monitoring by WFP staff 	<ul style="list-style-type: none"> ➤ Continued government support/permission for WFP to carry out supplementary activities. ➤ As above
<p>Outputs:</p> <ul style="list-style-type: none"> ➤ Maintenance of an effective general ration delivery system ➤ Effective implementation of health-centre-based and school-based supplementary feeding programmes 	<ul style="list-style-type: none"> ➤ An estimated 99,600 registered refugees receiving a basic food ration regularly ➤ An estimated 3,300 vulnerable refugees receiving a supplementary feeding ration at camp health centres ➤ An estimated 42,000 schoolchildren taking a supplementary dry ration at school during 78 days of the dry season 	<ul style="list-style-type: none"> ➤ NRCS distribution records and reports ➤ AMDA Monthly Health and Nutrition SITREP ➤ NRCS distribution records and reports ➤ Visits to schools by WFP staff for monitoring 	<ul style="list-style-type: none"> ➤ Timely food delivery arrangements ➤ Appropriate NRCS capacity/staffing/supervision ➤ Adequate administration of refugee beneficiary numbers and movements by RCU/UNHCR ➤ As above ➤ Health centres functioning well ➤ Adequate cooking equipment at schools



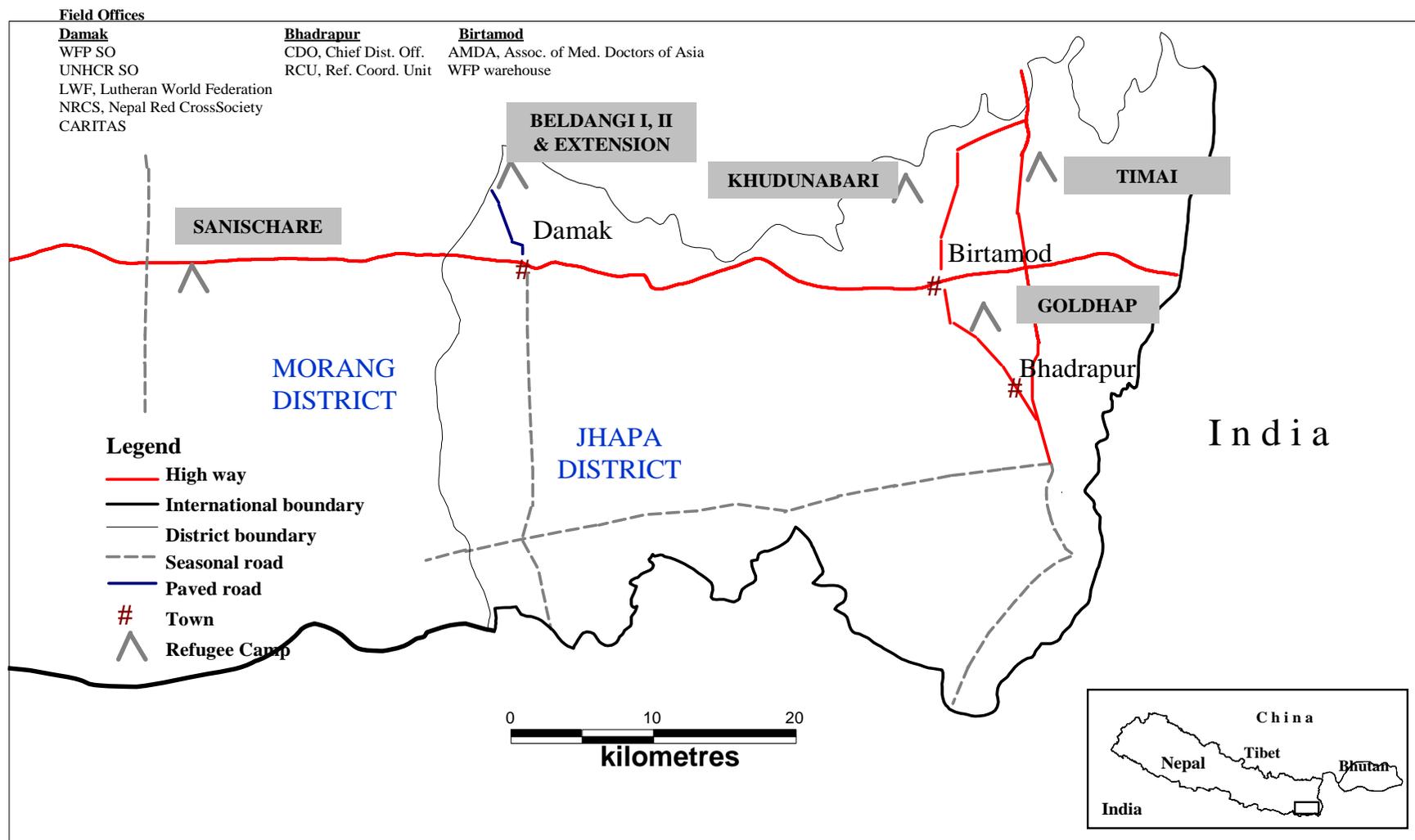
PRRO NEPAL 10058.3—ASSISTANCE TO BHUTANESE REFUGEES IN NEPAL

Results hierarchy	Objectively verifiable indicators	Means of verification	Assumptions/risks
<ul style="list-style-type: none"> ➤ Effective implementation of SIGA/VT/HGP schemes by implementing partners ➤ Enhanced gender awareness and promotion of women's participation in camp management 	<ul style="list-style-type: none"> ➤ Achievements in supplementary income-generating activities and vocational training ➤ CMC composition by gender 	<ul style="list-style-type: none"> ➤ Reports from implementing partners in supplementary activities ➤ Regular visits to the sites by WFP staff for monitoring ➤ Training reports through WFP field office ➤ Statistics on CMC composition from UNHCR 	<ul style="list-style-type: none"> ➤ Appropriate staffing and programme management capacity of the implementing partners
<p>Activities:</p> <ul style="list-style-type: none"> ➤ Fortnightly distribution of basic food ration to all registered refugees ➤ Weekly distribution of fortified unilito for health-centre-based supplementary feeding programme ➤ Daily on-site feeding of fortified unilito to all school-going children for 78 days of the dry season ➤ Funding/monitoring/evaluation of income-generation/vocational training/home gardening schemes by implementing partners 	<p>Inputs:</p> <ul style="list-style-type: none"> ➤ 18,995 mt of basic food commodities ➤ 96 mt of fortified unilito, 18 mt of sugar and 12 mt of vegetable oil ➤ 82 mt of fortified unilito and 23 mt of sugar ➤ WFP's technical inputs for planning/implementation of supplementary activities, project funding and institutional support for implementing partners 	<p>Costs:</p> <ul style="list-style-type: none"> ➤ Resources required to fund 10058.3: US\$7,599,440 ➤ ODOC = US\$25,000 ➤ Additional funding from sales of empty WFP containers 	<ul style="list-style-type: none"> ➤ Adequate and timely Headquarters funding ➤ Timely delivery of food commodities by local suppliers ➤ As above ➤ As above ➤ Continued generation of funds through empty containers sales



PRRO 10058.3 - "Food Assistance to Bhutanese Refugees in Nepal"
 LOCATION OF REFUGEE CAMPS IN MORANG AND JHAPA

Targeted Beneficiaries=99,600



Targeted Population Figure - dependent upon the Headcount Exercise agreed to by stakeholders during JAM Sept. 2003
 Prepared by WFP (September 2003)

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

ACRONYMS USED IN THE DOCUMENT

AMDA	Association of Medical Doctors of Asia
BHA	Bhutanese Health Association
BRAVVE	Bhutanese Refugees Aiding Victims of Violence
CSB	corn-soya blend
CMC	Camp Management Committee
DSM	dried skim milk
FASREP	Food Availability Status Report
ITSH	internal transport, storage and handling
JVT	Joint Verification Team
LTSH	landside transport, storage and handling
LWF	Lutheran World Federation
MJC	Ministerial Joint Committee
NGO	non-governmental organization
NRCS	Nepal Red Cross Society
ODOC	other direct operational costs
PRRO	Protracted Relief and Recovery Operation
RAARP	Refugee-Affected Areas Rehabilitation Programme
RCU	Refugee Coordination Unit
RWF	Refugee Women Forum
SFP	supplementary feeding programme
SGBV	sexual and gender-based violence
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNSECOORD	Office of the United Nations Security Coordinator

