

Project Country, Number/Title: Nepal PRRO 10058.6 “*Food Assistance to Bhutanese Refugees*”

Total number of beneficiaries: 183,000

WFP food tonnage: 36,859 Mt

WFP food cost: US\$ 18,773,141

Total cost to WFP: US\$ 26,743,216

Duration: 24 months (Jan 2009 - Dec 2010)

EXECUTIVE SUMMARY

Bhutanese refugees started to enter Nepal in the early 1990s following the enforcement of restrictive citizenship laws by the Government of Bhutan. In 1992, UNHCR and WFP, at the request of the Government of Nepal, started providing food, shelter, and non-food assistance. In 1993, the Government of Nepal and Bhutan initiated negotiations to find solutions for the Bhutanese refugees living in Nepal. However, no progress has been made in either repatriating the 108,000 refugees to Bhutan or integrating them in Nepal.

After years of uncertainty, an impasse over the status of Nepal’s Bhutanese refugees may be drawing towards a conclusion. In 2008, the Government of Nepal finally agreed to consider third country resettlement as a viable option for the refugees. With pressure from Australia, Canada, Denmark, the Netherlands, Norway, the United States of America and New Zealand, the Government of Nepal agreed to allow refugees to resettle in the above mentioned countries. While some of the refugees may choose to stay in Nepal, or hold out hoping that Bhutan may eventually agree for some to return, the majority of the refugees are likely to be resettled in the above mentioned countries. As of October 2008, approximately 5,000 people had already resettled to seven countries. Over the next five years, 15,000 to 20,000 refugees per year are expected to be resettled in a third country.

With a population of 28 million people, Nepal is a food deficit country in the process of establishing a new Government after an 11-year civil war. Being one of the poorest countries in South Asia, it ranks 142 out of 177 countries in the Human Development Index. Yet, in spite of its own tremendous challenges, Nepal has always provided support and protection to the Bhutanese refugees. In April 2008 a new Government was formed. However, many of the underlying socio-economic causes of the conflict have yet to be addressed leaving much of the population facing crisis-like conditions.

Rising costs and access to food and livelihoods pose significant challenges for the newly elected Government which continues to focus much of its efforts on strengthening its coalition and nation building. Price increases have sparked protests across the country. Fuel shortages are expected to be even more frequent as the Government continues to lose billions of rupees each month on fuel imports from India. These dynamics also have a direct impact on WFP’s ability to provide support to the refugees. In some instances, communities around the camps simply do not understand why they are not also receiving WFP assistance.

WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR) have regularly carried out joint assessment missions (JAM) since the beginning of the operation. The findings of the latest JAM, conducted in June 2008, constitute the basis for this new phase of the protracted relief and recovery operation (PRRO). The 2008 JAM found that the camps continue to be well managed. In January 2007, WFP assumed the responsibility of the management of food distribution previously handled by UNHCR. The JAM noted that the refugees remain entirely reliant upon external assistance for their daily subsistence, and recommended continued support.

This two-year PRRO is in line with WFP’s Strategic Plan for 2008-2011 and follows the organization’s vision, mission and strategic objectives, mainly in saving lives and reducing hunger (Strategic Objective 1) and reducing chronic hunger and undernutrition (SO 4). Approximately, 102,000 refugees in seven camps will benefit from WFP food assistance programmes in 2009. This number is expected to reduce to 81,000 refugees in 2010. An estimated 2,500 malnourished children, pregnant and lactating women (PLW) as well

as chronically ill patients will receive additional assistance under a supplementary feeding programme in 2009. This caseload is expected to go down to 2,000 in 2010.

WFP will continue to support supplementary activities including vocational training, home gardens and income-generating activities that promote self-sufficiency among the refugee population. WFP will also continue to ensure the active participation of women refugees in the management and distribution of food. This PRRO will continue to complement the activities of UNHCR, the Government and non-governmental organization (NGO) partners.

SITUATION ANALYSIS AND SCENARIOS

The Overall Context

1. Bhutanese asylum seekers started to enter Nepal in the early 1990s following the enforcement of restrictive citizenship laws by the Government of Bhutan. By 1993, more than 80,000 refugees were in Nepal. In 1992, UNHCR and WFP, at the request of the Government of Nepal, started providing food, shelter, and non-food assistance to the refugees in the seven camps that were established. All refugees who arrived prior to 1993 were granted refugee status. New arrivals were gradually restricted to a few cases per year.
2. The Bhutanese refugees also known as the *Lhotshampas* are the decedents of Nepalese people that migrated to Bhutan between the 1870s and 1940s. This specific group simply became southern Bhutanese of Nepali origin. In 1985, as the renouncement of earlier citizenship laws granted to these Bhutanese people were forced into leaving Bhutan. Besides Nepal, a number of Bhutanese refugees migrated to India.
3. Although UNHCR has pursued both durable solutions, repatriation to Bhutan and local settlement in Nepal have never been agreed to in the talks between Bhutan and Nepal. In 2008, after years of bilateral talks between Nepal and Bhutan coupled with diplomacy from the “Core Group” of donors, International Organization for Migration (IOM), UNHCR and WFP, the third country resettlement was finally offered as a durable solution. A core group of countries, which consists of Australia, Canada, Denmark, the Netherlands, Norway, the United States of America and New Zealand, have agreed to accept up to 70,000 of the refugees over the next five years. The implementation of the third country resettlement has been challenging. Some Bhutanese refugees, particularly the exiled political leadership, view third country resettlement as a loss and have caused a number of security incidents. Examples include disruption of the registration process, threats to international staff, physical attacks on the refugees, and minor bombings. These threats are likely to remain, but will hopefully diminish over time.
4. The host-country, Nepal, faces a range of challenges. With a population of 28 million and a Gross Domestic Product of US\$ 1,550 per capita¹, it ranks 142 out of 177 countries in the Human Development Index. Approximately, a quarter of the population lives on less than US\$1 per day and 31 percent live below the national poverty line. In April 2008 a new Government was formed. However, many of the underlying socio-economic causes of the conflict have yet to be addressed leaving much of the population facing crisis-like conditions.
5. The election of the Constituent Assembly took place in April 2008. The transitional period has been complex and challenging, involving the creation of a new Government and the declaration of the Republic. The new Government is expected to address issues related to refugees with a similar determination as observed since 2006, and explore durable solutions that can be offered to the refugees, including third country resettlement.

The food security and nutrition situation

6. The Bhutanese refugees reside in seven camps in Jhapa and Morang located in the eastern region of Nepal. Due to the laws of the Government of Nepal, these refugees do not have any access to land for agriculture production or to any other legal employment opportunities that would allow self-sufficiency to meet their

¹ Human Development Report, 2007/2008, United Nations Development Programme (UNDP)

needs. The camps are also very populated and do not allow much space for cultivation. Therefore, this vulnerable population continues to depend on humanitarian assistance for their survival. The only possible durable solution remains third country resettlement and so far approximately 50,000 refugees have handed in an application of interest.

7. The overall health and nutrition situation of the refugees continues to be of a satisfactory and stable level due to continuous WFP and UNHCR food and nutrition assistance since 1992². Compared to the national rates, several of the relevant indicators remain favourable. In February/March 2007, a nutrition survey³ was conducted jointly by the Center for Disease Control and Prevention (CDC), UNHCR and WFP in the seven camps. The survey reported a prevalence of acute malnutrition in children 6- 59 months of age of 4.2 percent. The prevalence of chronic malnutrition was reported to increase with age: 9.6 percent of 6-11 months old children compared to 31.1 percent of the 24-59 months old children. The proportion of low birth weight deliveries registered during October 2008 stood at 3 percent.
8. Anaemia is an issue amongst the Bhutanese refugees. The joint nutrition survey stated that 43.3 percent of the under-five children were anaemic. In response, UNHCR and WFP initiated two projects: 1) the pot-gardening pilot project, which targets families of malnourished children. These families receive nutrition education and seed/seedlings support as well as technical education on planting and cultivation; 2) a micronutrient powder pilot project (Vita-mix-it) targeting all children under five years of age in all the seven refugee camps. This pilot is a one year project, which was launched in March 2008.
9. Besides general and supplementary feeding programmes, WFP and UNHCR both support projects that address environmental concerns, skills training and projects that benefit the host community.

Scenarios

10. In 1993, the Government of Nepal and Bhutan initiated negotiations to find solutions for the Bhutanese refugees living in Nepal. However, no progress has been made in either repatriating the refugees to Bhutan or integrating them in Nepal.
11. Although the third country resettlement is expected to reach its optimal capacity in the near future, it is still anticipated that more than half the population of refugees will remain in the camps in the next two to three years. Furthermore, without access to land for agricultural production and limited economic opportunities, refugees will continue to require food assistance to meet their basic nutritional requirements.
12. WFP country office will continue to be responsible for the direct management of food distributions. Since January 2007, WFP has been streamlining the food distribution process, promoting efficiency, transparency and cost-effectiveness in food distribution while maximizing refugee involvement, particularly among women.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the Government

13. Nepal is neither a signatory to the 1951 Geneva Convention nor the 1967 Protocol relating to the status of refugees. Refugees are considered foreigners without political rights. The Government has from the beginning of the refugee operation been supportive of WFP and UNHCR's programmes to improve the lives of the refugees. However, it does not allow them to engage in economic activities or own immovable property. The Government's policy of non-integration limits refugees' access to the local economy along with the camp rules forbidding employment outside the camps; refugees have minimal opportunities to become self-sufficient in meeting their basic needs. Some refugees enter the local market informally,

² Joint Assessment Mission Report, WFP/UNHCR, 2008.

³ Nutrition and Micronutrient Survey in Bhutanese refugee camps in Nepal, March 2007. CDC/UNHCR/WFP.

although they receive much lower wages than the local community members. Refugees, however, have freedom of association and run several political organizations.

14. The Ministry of Home Affairs is the main government counterpart for the coordination of refugee programmes in Nepal. It is responsible for inter-agency and inter-ministerial coordination through the National Unit for the Coordination of Refugee Affairs (NUCRA) at the central level and the Refugee Coordination Unit (RCU) at the district level. At the operational level, a camp supervisor and an assistant under the RCU are posted in each camp and are responsible for security matters, the movement of refugees, and coordinating the work of United Nations and NGO partners.
15. The Government routinely grants tax and duty exemptions for both locally purchased and imported food. This is a significant financial commitment given the Government's economic and development challenges. Between 1996 and 2006, the Government of Nepal contributed US\$100,000 annually to WFP for the procurement of food for the Bhutanese refugees.

Policies, capacities, and actions of other major actors

16. Besides the agreement with WFP country office, the Government of Nepal also has established partnerships with UNHCR and various international and national NGOs for the provision of basic services to refugees, especially in the health and education sectors. UNHCR is responsible for the protection of refugee rights as well as health, education, and overall camp management implemented through NGO partners including CARITAS (skills/vocational training), Association of Medical Doctors of Asia (AMDA) in health and nutrition as well as the Lutheran World Federation (LWF) in water and sanitation.

Coordination

17. UNHCR is responsible for the overall coordination of the refugee assistance programmes within the United Nations' cluster approach. Regular inter-agency coordination meetings involving WFP, UNHCR, government counterparts and NGOs are held at both central and field level.
18. WFP and UNHCR carry out bi-annual joint assessment missions (JAM), in addition to collaboration with CDC for organizing regular nutrition surveys for effective monitoring of the health and nutritional status of refugees. With these tools, beneficiary targeting for nutrition programmes has improved, especially for children under five years, pregnant and lactating women and chronically ill persons.

OBJECTIVES OF WFP ASSISTANCE

19. The overall goal of this PRRO is to contribute to saving lives and protecting livelihoods (SO-1) of the refugee population by providing secure access to food, maintaining the nutritional status of refugee beneficiaries and enabling them to acquire skills that will result in promoting self-sufficiency once durable solutions are found.
20. The PRRO objectives are as follows:
 - (a) To meet the basic food consumption needs of the refugees (SO-1);
 - (b) To improve or stabilize nutritional status of the refugee population, particularly among vulnerable groups including children under five years, pregnant and lactating women and chronically ill persons (SO-4);
 - (c) To provide livelihood skills to the refugee population towards self-reliance (SO-1).
21. In line with the WFP's Enhanced Commitment to Women (ECW), women's participation in the management and distribution of food aid will continue to be promoted along with issuance of WFP family ration cards to in the women's names since they are the food entitlement holders.

WFP RESPONSE STRATEGY

Nature and effectiveness of food-security related assistance to date

22. Refugees are not permitted to participate in viable agriculture or economic activities to meet basic food requirements. Therefore, the targeted beneficiaries depend on external assistance as their primary source of food. Since 1992, WFP has provided food assistance under a series of emergency and protracted relief and recovery operations at the request of the Government of Nepal. Based on nutritional surveys and joint assessment mission findings, the overall health and nutritional status of refugees has gradually improved over the years.
23. Under five mortality and acute malnutrition rates indicate that the overall health and nutritional status among the refugees is satisfactory. The refugees are generally satisfied with their food ration; however, families with adolescent children, particularly males, contend that the ration is not adequate to meet their household needs. Among the small percentage of refugee families with a source of income, cash or the barter system is often used to supplement the diet with additional rice and other commodities from local markets. Gardening projects also provide an alternate means of supplementing micronutrient intake and contributing to diversity in the diet; however, production levels are generally limited due to lack of available land within camp boundaries and agricultural inputs.

Strategy Outline

24. The PRRO strategy will ensure that the refugees are enabled to improve their livelihood skills while their food consumption needs are met through continued food assistance. In the anticipation of a durable solution, the refugees are being prepared for reintegration within the society at large.
25. A general food ration will be provided to all refugees living in camps through free food distributions. Vulnerable groups including malnourished children, pregnant and lactating women as well as chronically ill persons identified by health clinics will receive an additional supplementary ration.
26. WFP will remain responsible for the delivery of food to refugee beneficiaries while maximizing its comparative advantage to handle available resources in a more efficient and cost-effective way. Efforts will also continue to promote women's representation and participation in the management and distribution of food aid.

WFP-supported supplementary activities

27. Small scale supplementary activities funded through the project ODOC funds under this PRRO will benefit both refugees and host communities. The supplementary activities will be jointly selected by WFP, the Camp Management Committee (CMC), UNHCR and the implementing partners.

Skills/Vocational training

28. WFP will continue to support a skills/vocational training programme implemented by CARITAS and targeting youth from both refugee and host communities who have dropped out of high school. In 2007/2008, more than 800 participants between the ages of 18 and 35 have graduated from the programme. For the new PRRO, more focussed skills training will be a priority to enable the participants to utilize the acquired skills once they reintegrate the society.
29. WFP country office will also support medically-oriented vocational training projects in collaboration with the Association of Medical Doctors of Asia (AMDA). WFP sponsored 40 women to participate in an eighteen month course in midwifery and nursing managed by AMDA. Participants included an equal number of women from the refugee population and adjacent host communities.
30. With resettlement increasing, it will be necessary to continue supporting this vocational training. the number of local participants should expand as the refugee population decreases.

Gardening

31. WFP and UNHCR support a LWF home gardening project to supplement the basic ration and facilitate access to fresh vegetables of specific target groups such as school children. Since 1999, more than 48,000 refugees have received green leafy vegetable seeds and seedlings. The home gardening project will continue to be managed by the gardening coordination committees in each camp.
32. During 2007, a pot gardening initiative was initiated jointly by UNHCR and WFP to target those populations that are particularly susceptible to anaemia, including malnourished children and their mothers. The project provides nutrition education and seed/seedlings support, as well as technical education on planting and cultivation. The aim of the project is to provide fresh vegetables to the malnourished children in addition to creating a more sustainable opportunity of increasing the intake of fresh vegetables for the beneficiaries. Currently almost 200 families are currently supported through this activity. WFP and UNHCR will expand this project to other vulnerable groups such as pregnant and lactating women in 2009.

Supplementary income generating activities

33. WFP is funding a micro-credit loan scheme through the Bhutanese Refugee Women Forum (BRWF), a voluntary refugee organization that aims to improve women's status in the camps. Small loans are provided to selected groups of vulnerable refugee women in each camp. The funds are used to set up small scale income generating activities. The micro-credit scheme was initiated in 2002 and so far, the repayment rate for the loans has been more than 90 percent. Given the success of this project, these activities will continue to be supported under the new PRRO.

Exit Strategy

34. The results of the bilateral talks between the governments of Nepal and Bhutan will be crucial for the potential phasing-out of WFP food assistance. 27,000 Bhutanese refugees are anticipated to resettle in a third country during the course of 2008 and 2009. Should progress continue at this rate, WFP would likely phase out of this program over the next four to five years. In the interim, refugees will continue to receive food assistance until they are resettled, reintegrated or repatriated.

BENEFICIARIES AND TARGETING

35. In 2006, the Government of Nepal agreed to undertake a census in the Bhutanese refugee camps, with significant logistical support provided by WFP. This exercise was completed in May 2007 with over 107,000 individuals registered. The Government endorsed the results of the census and only this verified caseload is being targeted. In July 2008, 105,000 refugees were receiving WFP assistance. The difference with the verified refugee caseload is largely attributed to migration to third countries as well as education and employment opportunities outside the camp.
36. The new PRRO will provide general food assistance to 102,000 refugees in 2009 and 81,000 beneficiaries in 2010. These figures are based on the expected resettled beneficiaries, camp statistics and population growth rate.
37. In addition to general food distributions, blended food and oil will also be provided to under-five malnourished children, pregnant and lactating women as well as chronically ill patients identified through health centres. The joint WFP/UNHCR micronutrient powder project which addresses anaemia among under-five children in the camps will continue during 2009 subject to a successful result of the mid-term evaluation in October 2008.

38. The breakdown of beneficiaries expected to receive WFP food assistance under general food distribution and supplementary feeding programmes is shown in Table 1.

Table 1 – Camp statistics and projected refugee beneficiaries under general and supplementary feeding programmes in 2009-10

Location	Camp Population** (July 2008)	Feeding Population* (July 2008)	General Distribution 2009	Supplementary Feeding 2009	General Distribution 2010	Supplementary Feeding 2010
Beldangi I	19,256	18,264	18,166	495	14,427	393
Beldangi II	22,778	22,189	21,489	476	17,065	378
Beldangi-II Ext	11,864	11,468	11,193	273	8,888	217
Goldhap	9,405	9,004	8,873	217	7,046	172
Khudunabari	13,060	12,935	12,321	217	9,784	172
Sanischare	21,197	20,882	19,998	556	15,881	443
Timai	10,557	10,257	9,960	217	7,909	172
Total	108,117	104,999	102,000	2,451	81,000	1,947

* The above numbers are subject to change on a monthly basis as a result of suspension of rations; transfer in and out of camps; deaths; births; re-registrations; temporary ration transfers; newcomers; and changes in non-registered children beneficiaries.

** The total figure also includes asylum seekers

NUTRITIONAL CONSIDERATIONS AND FOOD BASKET

39. The general food ration for the Bhutanese refugees is approximately 2,100 kcal/person/day, which is the average minimum daily energy requirement. The ration includes: parboiled or raw rice, fortified wheat soya blend (WSB), pulses (lentils and chickpeas), fortified vegetable or palm oil, sugar and iodized salt. In 2005, WSB was introduced to the general food ration, which allowed the food basket to meet the 2,100 kcal standard and provides necessary micro-nutrients previously lacking from the refugee diet. The WSB has greatly enhanced the nutritional value of the general ration and contained outbreaks of vitamin B deficiencies.
40. In addition, a supplementary feeding programme will be supplied malnourished under-five children, pregnant and lactating women and chronically ill persons identified through the camp health centres. The supplementary feeding programme will be implemented by AMDA. The wheat soya blend will be premixed with the oil and sugar and distributed as a take home dry ration on a weekly basis.
41. UNHCR will distribute seasonal fresh vegetables on a weekly basis with the aim of providing a small amount of vegetables to diversify and enhance the palatability of the refugee diet; however the amount and type of vegetables does not address micronutrient deficiencies, especially in the Vitamin B group.

42. The following table provides a breakdown of daily rations for each food commodity distributed under general and supplementary feeding programmes.

Table 2: Food Rations by Programme Interventions

	Rice	Pulses	Salt	Oil	Sugar	WSB	Kcal	% of kcal provided by Protein	% of kcal provided by Fat
	(per person/per day in grams)								
GFD	400	60	7.5	25	20	35	2,100	9	13
SFP Group 1 (PLW*/Chronically ill)	-	-	-	10	-	95	469	11	30
SFP Group 2 (Malnourished children)	-	-	-	20	15	200	1037	11	28

Source: NutVal 2006 Optima * PLW – Pregnant and Lactating Women

IMPLEMENTATION ARRANGEMENTS

Overall Collaborative arrangements and Refugee Participation

43. The Nepal Ministry of Home Affairs is responsible for the camps through the Refugee Coordination Unit (RCU) in Jhapa, which oversees registration and transfers between camps and issues travel permits. government-approved camp rules form the basis of camp administration. Daily management is handled largely by refugees, overseen by camp supervisors; technical and logistics support is provided by UNHCR, WFP and other agencies.
44. An inter-agency coordination meeting is held monthly by UNHCR, WFP, RCU and implementing partners, followed by a meeting with refugee representatives from seven camps. Additionally coordination meetings between UNHCR and WFP have been initiated since May 2005. Periodic sector meetings take place in the camps focusing on social services, logistics, infrastructure, health and nutrition.
45. In accordance with WFP's gender policy 2003-2007, WFP has been striving to contribute to women's control of food in relief food distributions by addressing the issue to CMC members and individual refugees. The post-distribution monitoring survey conducted in July 2005 revealed that in 75 percent of the surveyed households a female member makes decision on food utilisation, while in 14 percent of the households such decisions are undertaken jointly by the male and female members.
46. The refugees are actively involved in the camp management and the delivery of assistance. Every year, refugees elect representatives to the Camp Management Committee including: a camp secretary and deputy, sector heads and sub-sector heads; a coordinator for the community watchmen team; and gender focal point. There are six sub-committees focused on administration, infrastructure services, food and non-food distribution, social services, health, and community mediation. In 2007, female representation in the committees reached 51 percent against the 50 percent target.
47. Since late 2002, when cases of Sexual and Gender Based Violence (SGBV) in camps were identified, UNHCR has placed field officers in all seven camps and employed two international Protection Officers. Similarly, all WFP staff have signed a code of conduct and received awareness training on SGBV. UNHCR launched an awareness campaign on SGBV in the camps in order to strengthen the prevention strategy and to improve the reporting mechanisms. Lawyers from the Nepal Bar Association in Jhapa (NBA) provide legal counselling and representation to victims of SGBV.

Institutional Arrangements

48. Since 2007, WFP has been responsible for the food distribution in line with the UNHCR/WFP global Memorandum of Understanding (MoU) dated July 2002 and as agreed upon by WFP and UNHCR country offices in Nepal. After taking over the responsibility for the management of the entire food delivery and distribution in January 2007, WFP has been able to streamline the distribution process, working with one partner on storage and distribution. Under the new PRRO, LWF will deliver food commodities from the Extended Delivery Points (EDPs) to the Final Delivery Points (FDPs) and manage the camp warehouses. LWF will also be responsible for managing and monitoring the food distributions with the support of refugee representatives elected under the Camp Management Committee (CMC). Food rations will be distributed on a fortnightly basis along a community-based approach and under the supervision of the distribution sub-committee of the CMC and LWF.
49. AMDA has coordinated health activities within the camps since 1999 and will continue to do so over the coming two years. AMDA will be responsible for managing the health-based supplementary feeding programme for vulnerable groups. Additionally, AMDA will continue to implement the WFP-supported vocational training programme for auxiliary nurse midwives.
50. BRWF is the main implementing partner for the WFP-supported supplementary income-generating activities and nutrition/awareness training. BRWF has been collaborating with WFP since 1994 to create opportunities for self reliance of refugees.
51. To continue improving women's social status, WFP will encourage implementing partners to recruit more women for food management and distribution and will ensure that food committees consist of at least 60 percent women in all camps.

Food Resourcing and Delivery

52. WFP country office procures most food commodities required for this operation locally or regionally. Depending on stock availability, competitive prices and cash resources, WFP will continue to purchase from local suppliers whenever possible. Advantages of local purchase include cost-benefits associated with increased competition, low transportation costs, and prompt, regular delivery in near proximity to distribution sites as well as support for local production and trade. To avoid the risk of distorting prices, WFP will closely monitor the local market and commodity prices and will only undertake local procurement when it does not affect the local market.
53. Commodity transportation to the EDPs in the camps is included in the cost of locally procured items. In-kind contributions arrive at Calcutta, the main entry point for eastern Nepal, and bear external and overland transport costs. Under PRRO 10058.6, suppliers will continue to deliver commodities directly to camp warehouses at the EDPs. From there, LWF will take over storage and handling and oversee the distribution of food to refugee beneficiaries. WFP will continue to meet 100 percent of the landside transport, storage and handling (LTSH) costs.
54. WFP will pre-position one month of supply of food at the EDP level when stocks are available to ensure an uninterrupted distribution of food commodities during the monsoon season.

Non-food Inputs

55. Since March 2008, a new WFP and UNHCR pilot initiative to reduce the prevalence of anaemia among under-five children in camps was initiated through the blanket provision of micronutrient powder (MNP), also known as Vita-mix-it. This project targets 7,340 children aged 06-59 months living in the camps. Two CDC micronutrient surveys are planned to be conducted at six-month and 12-month after initiation to evaluate the effects of the Vita-mix-it. The project is currently funded until March 2009. Depending on the results of the mid-term evaluation (October 2008), WFP and UNHCR will decide whether to continue the project and seek resources for the product.
56. LWF, an implementing partner of WFP and UNHCR, will continue to carry out solid waste management and vector control activities within the refugee camps in addition to the construction and maintenance of

family latrines. As a result, the camp environment is expected to be clean and the incidence of vector-borne diseases negligible. To address the use of forest resources by refugees, UNHCR introduced alternative cooking fuel in January 2006.

57. WFP sells the empty food bags and vegetable oil tins as a means of generating income to support various supplementary and emergency activities within the camps. As these containers are not distributed within the camps, there is no environmental impact from discarded containers.
58. Through UNHCR activities, local communities are benefiting from the continuous repair and maintenance of drainage systems and erosion control works for the efficient evacuation of wastewater, riverbank protection against floods and forest maintenance and protection. Schools and family latrines are also constructed when required.

PERFORMANCE MONITORING

59. WFP Damak sub-office monitors the overall EDP management and food distribution. To ensure that food distributions are conducted in a fair and transparent manner, AMDA will conduct food-basket monitoring in all camps. AMDA will also monitor the consumption of blended food dry rations that are provided under the supplementary feeding programme. Monthly health and nutrition reports that highlight findings from the food-basket monitoring in addition to morbidity and mortality rates, nutritional status of children under five years, statistics from supplementary feeding programmes and utilization of family planning services will be prepared and submitted by AMDA.
60. In February 2006, LWF took over the food and non-food distribution responsibilities. LWF issues a monthly situation report, which details the number of assisted refugees by location, gender and age, actual food and non-food distribution and shortfalls, and stock balances in warehouses. The WFP sub-office prepares a monthly supply schedule and a projection of requirements, which are consolidated by the Commodity Movement Processing and Analysis System (COMPAS) into monthly food pipeline reports for effective commodity planning and tracking. Close monitoring and regular reporting by WFP and its implementing partners have contributed to keeping post-delivery food losses at a very low level. In order to verify proper utilisation of food ration at the household level, WFP conducts post-distribution monitoring on a monthly basis.
61. Regular food distribution monitoring at the camp level is carried out by WFP field monitors and sub-office staff. Country office staff members undertake missions on a regular basis to support and monitor the programme activities.
62. The Joint Needs Assessment (JAM) missions conducted jointly by WFP and UNHCR every two years will provide a regular and detailed management review and evaluation of this operation.
63. In 2008, a web-based monitoring system was implemented. This new method of data collection was used in other WFP operations in Nepal and has proven to be more effective and time saving. Data collected at the field level will be directly accessible by the country office staff and reports and analysis will be extracted directly from the web-based system. This system will create systematic data flow and standardize feedback on monitoring reports. All questionnaires for data collection have been revised by the monitoring and evaluation team including the Post-Distribution-Monitoring questionnaire. Data for the previously mentioned format is expected to replace the post distribution monitoring assessment that was conducted in 2005.
64. The logical framework (Annex III) provides an overview of the goals, objectives and outputs with accompanying indicators.

RISK ASSESSMENT AND CONTINGENCY PLAN

Risk assessment

65. The 2008 JAM report identified resettlement as a major change affecting the day-to-day activities. All programmes and camp activities will be affected by the resettlement process. Community health workers within the educational, health/nutrition and development sectors will need to be replaced. As the camp population is anticipated to reduce, WFP and UNHCR along with the Government of Nepal will need to streamline the available services and find solutions for the replacements of the valuable refugee workers that leave for resettlement.
66. The Bhutanese refugees having no access to any economic and agricultural opportunities depend entirely on external assistance for survival. Any break in the food pipeline would affect the health and nutritional status of this population.
67. Since the resettlement process initiated, several incidents have been reported against refugees who have applied for resettlement. The armed police force (APF) was reintroduced in the camps in October 2007 and 25 armed police were assigned to each camp. Their presence is seen as a positive development in improving security in and around the camps.
68. The collapse of the Koshi Bridge is expected to affect the overall procurement of local suppliers located on the western side of the river. Additional costs are anticipated since these suppliers will be transporting the commodities through the Indian side of the border to reach the warehouses.

Contingency Planning

69. WFP will provide food assistance where and when applicable, should the political process and resumption of bilateral talks produce results conducive for repatriation or reintegration of Bhutanese refugees. WFP country offices in Nepal and Bhutan, in close collaboration with UNHCR, will continue to update contingency plans accordingly.
70. Third country resettlement is expected to take four to five years to complete. Therefore, WFP will continue providing food assistance as long as it is required.
71. Based on lessons learned from the previous PRRO supporting the Bhutanese refugees as well as the unstable political situation, contingency plans have been updated to include provisions for transport, fuel and buffer stocks of food and non-food commodities for the main purpose of avoiding pipeline breaks.

SECURITY CONSIDERATIONS

72. The overall security of the refugees is anticipated to be maintained by the Government of Nepal and more specifically the Chief District Officer, the Refugee Coordination Unit and the Armed Police deployed to the camps. UNHCR will follow up in regards to protection issues of the refugees. Monthly security meetings are held between the Jhapa Chief District Officer, UNHCR and WFP to prepare for potential security threats. Refugee representatives in the Camp Management Committee are informed and consulted about security issues in- and outside the camps. United Nations security protocols are in place and observed by all WFP and cooperating partner staff; the WFP sub-office in Damak is MOSS compliant.
73. Following several security incidents caused by anti-resettlement groups, Armed Police Forces deployed in each camp have re-established law and order in the camps. All refugees travelling to the IOM office for resettlement related issues receive escorted transportation. Links with security forces, local and central authorities are expected to be maintained.
74. Morang and Jhapa districts where the seven refugee camps are located remain in security phase III. United Nations staff members continue to be restricted to essential travel only.

RECOMMENDATION

75. The Executive Director is requested to approve the proposed Protracted Relief and Recovery Operation for Nepal, PRRO 10058.6.

APPROVAL

Josette Sheeran
Executive Director, WFP

Date

ANNEX I A – PROJECT COST BREAKDOWN
ANNEX I B – DIRECT SUPPORT REQUIREMENTS
ANNEX II – LIST OF ACRONYMS
ANNEX III – LOGICAL FRAMEWORK SUMMARY
ANNEX IV – MAP
ANNEX V – LTSH-MATRIX
ANNEX VI – PROJECT STATISTICS

PROJECT COST BREAKDOWN

	Quantity (mt)	Average Cost per Ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ⁴			
Rice	26,786	408.48	10,941,709
Lentils	2,679	640.67	1,716,650
Chick Peas	1,340	765.00	1,024,748
Vegetable Oil	1,692	1,544.63	2,612,958
Sugar	1,342	540.00	724,864
Salt	502	130.00	65,260
WSB	2,518	670.00	1,686,953
Total commodities	36,859		18,773,141
External transport			1,432,971
Landside transport			597,128
Subtotal for ITSH			289,554
Total LTSH		24.06	886,682
Other direct operational costs		20.00	737,178
Total direct operational costs			22,346,760
B. Direct support costs (see Annex II for details)		85.83	3,163,688
C. Indirect support costs (7 percent of total direct costs)			1,749,556
TOTAL WFP COSTS			26,743,216

⁴ This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.

DIRECT SUPPORT REQUIREMENTS (dollars)
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Staff			
International professional staff			1,130,760
National Professional Officers			124,775
National general service staff			685,303
Temporary assistance			48,000
Overtime			10,000
UNVs			90,400
International Consultant			-
National Consultant			60,000
Staff duty travel			145,250
Staff training and development			62,500
Subtotal			2,356,988
Office expenses and other recurrent costs			
Rental of facility			99,000
Utilities (general)			36,800
Office supplies			44,500
Communication and IT services			108,000
Insurance			50,000
Equipment repair and maintenance			61,500
Vehicle maintenance and running cost			121,900
Other office expenses			66,000
United Nations Organizations Services			95,000
Subtotal			682,700
Equipment and other fixed costs			
Furniture tools and equipment			44,000
Vehicles			40,000
TC/IT equipment			40,000
Subtotal			124,000
TOTAL DIRECT SUPPORT COSTS			3,163,688

ACRONYMS

AMDA	Association of Medical Doctors of Asia
APF	Armed Police Force
BRWF	Bhutanese Refugee Women Forum
CDO	Chief District Officer
CDC	Centre for Disease Control
CMC	Camp Management Committee
COMPAS	Commodity Movement Processing and Analysis System
ECHO	European Commission Office for Humanitarian Assistance
ECW	Enhanced Commitment to Women
EDP	Extended Delivery Point
FDP	Final Delivery Point
IOM	International Organization for Migration
IP	Implementing Partner
JAM	Joint Assessment Mission
LWF	Lutheran World Federation
MNP	Micro Nutrient Powder
MOSS	Minimum Operating Security Standards
NGO	Non-Governmental Organizations
NUCRA	National Unit for the Coordination of Refugee Affairs
OFID	OPEC Fund for International Development
OPEC	Organization of Petroleum Exporting Countries
PRRO	Protracted Relief and Recovery Operation
RCU	Refugee Coordination Unit
SFP	Supplementary Feeding Programme
SGBV	Sexual and Gender-Based Violence
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
WFP	World Food Programme
WSB	Wheat Soya Blend (fortified)