

PROTRACTED RELIEF AND RECOVERY OPERATION **ALGERIA PRRO 200301**

Assistance to Refugees from Western Sahara	
Number of rations	90,000 general food rations plus 35,000 supplementary general rations
Duration of project	18 months (1 January 2013–30 June 2014)
Food tonnage	40,524 mt
Cost (United States dollars)	
WFP food cost	US\$19,842,501
Total cost to WFP	US\$31,694,690



EXECUTIVE SUMMARY

Algeria has been hosting refugees from Western Sahara since 1975. These refugees are located in camps in the harsh, isolated desert environment of western Algeria where opportunities for self-reliance are extremely limited, forcing them to rely on international humanitarian assistance for their survival. The political impasse persists despite the efforts of the Personal Envoy and the Special Representative of the Secretary-General for Western Sahara.

The refugees were supported by the Algerian Government until 1986, when WFP started providing basic food support to the most vulnerable. Despite assistance, malnutrition levels remain a concern; while the latest nutrition survey shows that the prevalence of global acute malnutrition has reduced sharply from 18 percent in 2008 to 8 percent in 2010, stunting has only decreased slightly from 32 to 30 percent. The prevalence of anaemia among children aged 6-59 months and non-pregnant women remains high.

Following a government request for WFP continued support to the refugees from Western Sahara, WFP and the United Nations High Commissioner for Refugees carried out a joint assessment mission in October 2011. The mission confirmed the need for continued food assistance and that most refugees remain highly dependent on humanitarian aid from the international community for their survival.

The specific objectives of this protracted relief and recovery operation are in line with WFP Strategic Plan (2008-2013), building on the achievements of the current project: i) improve food consumption for the most vulnerable refugees living in the camps and reduce acute malnutrition and anemia in children under 5 and pregnant and lactating women through general food distribution and nutrition support (Strategic Objective 1 - "Save lives and protect livelihoods in emergencies"); and ii) maintain the enrolment and retention of refugee girls and boys targeted through school feeding (Strategic Objective 3 - "Restore and rebuild lives and livelihoods in post-disaster situations"). The operation contributes to the Millennium Development Goals 1, 2, 4, and 5.¹

WFP will also continue to work on improving the logistic infrastructure given the extreme weather conditions and the potential environmental threats which have, in the past, damaged the outdoor storage facilities and food stocks.

¹ MDGs – 1: Eradicate extreme poverty and hunger; 2: Achieve universal primary education; 4: Reduce child mortality; 5: Improve maternal health.



SITUATION ANALYSIS AND SCENARIO

The overall context

1. In 1975, thousands of people fled the conflict over the control of the Western Sahara territory and sought refuge in Algeria. The Government of Algeria granted them refugee status and supported them until 1986. At that time, the Government of Algeria requested United Nations agencies to take over the provision of humanitarian assistance until a durable solution was reached. WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR) have thus been providing basic food and essential non-food assistance to the refugees for the last 26 years.
2. The refugee camps are located in Awserd, Boujdour, Dakhla, Layoune and Smara, between 30 and 180 km from the south-western Algerian town of Tindouf. The camps are managed by the Popular Front for the Liberation of Seguia al-Hamra and Rio de Oro (*Frente Polisario*). The refugees have free access to various social services provided by the camp authorities and the Red Crescent Society, with support from international organizations and other civil society organisations. The camp authorities have established clinics and hospitals along with pre-schools, primary and secondary schools, as well as technical training centres.
3. During a joint assessment mission (JAM) carried out in late 2011,² WFP and UNHCR visited schools in each camp. No gender gap was found in either enrolment or attendance in primary schools, largely because the Western Sahara refugees place a high value on education and because of the strong role played by women in their society. It was, however, observed that attendance is far below the official enrolment data, reflecting seasonal illness among other factors. The mission also noted that water and sanitation conditions are still considerably below standard, although the Spanish Red Cross is addressing these issues in various locations including schools.
4. The camps are situated in a barren desert environment where livelihood and self-reliance opportunities are extremely limited and the area is too remote to enable beneficiaries to participate in the local economy. A small number of households are involved in petty trade or receive support from relatives or host families abroad. Around 50 percent of households own livestock with an average of three goats/sheep. However, large scale breeding is not feasible due to the lack of fodder, limited water resources and insufficient land to practise traditional nomadic activities. Given the very high temperatures, there is no poultry-raising at either household or camp level.

² UNHCR/WFP joint assessment mission “Assistance to refugees from Western Sahara”, Algeria, 29 September to 14 October 2011. The JAM’s overall objectives were to: i) review the implementation of the operation since the 2009 JAM; ii) assess the needs for continued support, propose the framework of the food and non-food interventions and suggest improvements in the programme management; and c) provide an analysis of the food security situation that will support the formulation of the next phase of the PRRO.



5. Women are actively involved in the management of the camps and have an essential decision-making role in various aspects of the society. The strong participation of women is a reflection of the Saharawi society, where women have been traditionally influential. Women's role has become even more prominent during the first years of displacement, when most of the men were absent. Most heads of households are women (95 percent).
6. Security incidents in October 2011 and continued perceived high threats caused by the instability in neighbouring countries led some non-governmental organizations (NGOs) to scale down their programmes and withdraw their international staff from the camps. This, together with the global financial and economic crisis, has resulted in an overall reduced level of assistance reaching the camps. While the reduction of NGO staff on the ground has not affected WFP work directly, increased measures have been put in place by the Algerian and Saharawi security authorities to allow continued provision of assistance and monitoring.

The food security and nutrition situation

7. The October 2011 JAM confirmed that the refugees continue to be food-insecure and heavily dependent on external humanitarian support. Most households interviewed during the JAM listed food assistance, remittances and credit as their main sources of food/incomes. WFP provides a basic food ration to the refugees through general food distributions (GFD), while other humanitarian organizations provide complementary fresh fruits and vegetables, canned fish, yeast and tea. Additional distributions of meat and other supplies come on an ad hoc basis through humanitarian caravans. WFP support is channelled also through school feeding and nutrition activities.
8. The 2011 JAM, as well as post-distribution monitoring data, found that 80 to 90 percent of families in the camps have an acceptable food consumption score (FCS) throughout the year. On average, WFP food assistance represents 52 percent of the FCS (though this was higher for families in the lower percentiles). The complementary fresh products provided by NGOs accounted for a further 10 percentage points. The remaining points for the FCS come from commodities procured locally or donated by sponsor families and from intra- and inter-family loans. Gifts (including sharing) are common as the most vulnerable households rely on their neighbours' solidarity. The goats and sheep provide a nutritional supplement of fresh milk and meat, and eggs are at times distributed through a central poultry farm. Food production from family gardens represents a negligible contribution to the household food security. Although 75 percent of households reported having one or more members working on a casual basis, many worked within the community with minimal remuneration.
9. The gender or civil status of the head of household does not appear to influence the level of food consumption. Widows/widowers' families tend to be slightly better-off, which might be due to very well established solidarity practices. Nearly all households reported using coping mechanisms including sharing cooked meals, eating less, selling livestock and purchasing on credit throughout



the year. This usually happens during periods of food shortages (i.e. in the last few days before the next distribution, or in case of pipeline breaks or flooding).

10. Market facilities are limited as a result of the limited cash availability and long travel distances to and from Tindouf (for passengers and goods) increasing the transport costs. However, small shops in the camps stock food items that are not provided by WFP or other agencies, such as milk and tomato paste, juice and biscuits.
11. Communal and household gardens established with support from United Nations agencies and NGOs, provide some small-scale local production using new technologies that require less water to produce vegetables. Although 18 percent of households have family gardens, food production has been hampered by the lack of agricultural tradition, limited resources (including fertile soil) and damage caused by wind, sheep and goats.
12. The refugees' dependency on external assistance was corroborated by the nutrition survey conducted in 2010 by the Emergency Nutrition Network (ENN).³ UNHCR and WFP also found a strong correlation between increases in the prevalence of global acute malnutrition (GAM) and interruptions or delays in food distributions. This was addressed by WFP and partners through the establishment of a security stock and diversification of the food basket.
13. A recent nutrition survey reported a sharp reduction in the level of GAM amongst children under 5 from 18 percent in 2008⁴ to 8 percent in 2010.⁵ This improvement can be attributed to the provision of fortified foods under WFP's general food distributions, nutrition activities and school feeding programme along with the regular provision of fresh foods by other agencies. It also reflects the increased reliability of WFP distributions as well as improvements in water supply and a more effective package of nutrition interventions, including treatment of malnutrition.
14. In contrast, the nutrition assessment indicated that chronic malnutrition (stunting) had only reduced slightly, from 31.6 to 29.7 percent. The prevalence of anaemia in women and children continues to be a serious public health concern. Although the 2010 nutrition assessment showed that the prevalence of anaemia has slightly reduced, it still remains high, at 53 percent for children aged 6-59 months and 49 percent for non-pregnant women.
15. Various socio-cultural factors could explain the continued high levels of malnutrition, including inadequate dietary intake during pregnancy, poor feeding practices (late eating, high levels of tea consumption in proximity of meals), poor preparation/storage practices (over-cooking of vegetables, lack of storage)

³ The ENN was set up in 1996 by an international group of humanitarian agencies to accelerate learning and strengthen institutional memory in the emergency food and nutrition sector and is based in Oxford, UK.

⁴ WFP, Medicos del Mundo (MDM) and Norwegian Church Aid (NCA), nutrition survey report, April/May 2008.

⁵ WFP/UNHCR, joint nutritional survey, October/November 2010.



as well as inappropriate breast-feeding and early weaning practices. The situation is further aggravated by inconsistent health messages, poor hygiene practices and resistance of women to regular iron supplements.⁶ An evaluation planned in the coming months will look into ways of addressing the inadequate fresh food supply by partners.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the Government

16. The Government of Algeria hosted the refugees since their arrival in 1975, and provided relief and infrastructural assistance. Government support to the camp population included the provision of cooking gas, health care, education, improved access and housing. In addition, the Government of Algeria has granted special status to the refugees, which enables them to manage their own society and social systems without interference.
17. The Western Sahara camp authorities have set up their own management structure including welfare, education and health departments as well as full camp management. These authorities have also mandated civil society structures such as the '*jefas de barrio*' and '*jefas de grupos*' (respectively neighbourhood and group leaders) who help manage various issues, including distributions at local level.

Policies, capacities and actions of other major actors

18. At the request of the Government, the interventions in favour of the Western Sahara refugees were included in the 2012 – 2014 United Nations Cooperation Strategic Framework (CSF) for Algeria, which is based on the United Nations Development Assistance Framework (UNDAF). The CSF document is in turn aligned with the Algerian National Plan for Development (2009-2014).
19. WFP assistance is an important component of a multi-donor, multi-faceted humanitarian relief effort in support of the refugees. Donors contribute by funding the United Nations programmes, supplying fresh food distributed by NGOs and funding the purchase and maintenance of trucks used to deliver food assistance and the associated workshops.
20. An emergency food security reserve of about 4,000/6,000 mt (equivalent to two to three months of the refugees' food requirements) has been re-established in December 2011. It is managed by the Spanish Red Cross (CRE) and is governed by a tripartite agreement between CRE, WFP and the Algerian Red Crescent (ARC). This emergency reserve helps prevent short-term pipeline breaks

⁶ Pregnant women believe that iron supplements increase the size of the baby, making delivery difficult and risky.



through a loan and repayment mechanism. Additional donors are currently being sought to support this initiative.

21. UNHCR coordinates health, water, sanitation, education and housing related interventions. As part of an initiative to tackle high levels of chronic malnutrition and anaemia, UNHCR has been distributing NutriButter® since January 2011 to all children aged 6-35 months and micronutrient powders (MNP) to all children aged 36-59 months and pregnant and lactating women. UNHCR has introduced the water, sanitation and hygiene (WASH) concept to the various camp authorities, including the water department, but further work is needed. The quality of the water in Smara and Layoune has improved with the UNHCR installation of reverse osmosis filtration plants and piped water systems.
22. UNICEF supports education and vaccination activities in the camps. These efforts are complemented by various agencies such as the International Committee for the Development of People (*Comitato Internazionale per lo Sviluppo dei Popoli* - CISP), *Médecins du Monde* (MDM) Greece and Spain, Mundubat, Norwegian Church Aid, Oxfam Solidarity Belgium, *Praktisk Solidarität*, Solidaridad International, Spanish Red Cross and *Triangle Génération Humanitaire*. Various civil society organizations, particularly from Spain, also provide support in specialized areas such as treatment of diabetes or celiac disease.
23. The integrated child health programme (PISIS – *Programa Integral de Salud Infantil Saharawi*) is a nutrition platform including different players. It provides an integrated approach to child health, including primary health care, growth monitoring, vaccination, interventions against anaemia, treatment of moderate and severe acute and prevention of chronic malnutrition, nutrition and health education for mothers, and capacity development on most frequent childhood diseases. The PISIS also promotes growth monitoring in all clinics. WFP's sustainable nutrition initiative, launched as a pilot in October 2009, promotes the knowledge and use of sustainable sources of natural plant nutrients such as the tree *Moringa Oleifera*. This approach is slowly gaining acceptance through the different camps.

Coordination

24. The food aid coordination meeting is the main coordination mechanism for food assistance. It is convened in Algiers on a monthly basis under WFP chairmanship and is attended by UNHCR, cooperating partners, donors and the Algerian Ministry of Foreign Affairs. Issues related to food assistance strategies and policies, implementation, availability of commodities, pipeline, planned and actual distribution are being discussed. Joint UNHCR/WFP monitoring reports are being reviewed and other related matters such as the next month's food distribution plan are discussed.
25. At the sub-office level, UNHCR holds the overall responsibility for coordinating food distributions with all stakeholders. The 2011 JAM recognized the



importance of coordination at the extended delivery point (EDP) in Rabouni. On the basis of this recommendation, a monthly food sector meeting chaired jointly by WFP and the Western Sahara Red Crescent (WSRC), discusses all operational issues with the different actors; the findings of the meeting feed into the food aid coordination meeting in Algiers.

OBJECTIVES OF WFP ASSISTANCE

26. The overall objective of this protracted relief and recovery operation (PRRO) is to ensure food security and meet the minimum daily nutritional requirements of the most vulnerable refugees. In line with WFP's Strategic Objective 1 (Save lives and protect livelihoods in emergencies), the operation aims to improve food consumption for the most vulnerable refugees living in the camps and reduce acute malnutrition and anaemia in children aged 6-59 months and pregnant and lactating women. In line with Strategic Objective 3 (Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations), the PRRO aims to maintain the enrolment and retention of refugee girls and boys in assisted schools.

WFP RESPONSE STRATEGY

Nature and effectiveness of food-security related assistance to date

27. Over the last 26 years, WFP's food assistance has generally been sufficient to meet the minimum daily energy requirements of targeted beneficiaries, although occasional pipeline delays due to irregular donor contributions and/or late commodity arrivals have affected the impact of WFP assistance. The improvement in WFP's food pipeline in the last few years has helped to reduce the incidence of food ration cuts and ensure regular distributions, which have both contributed to reduced GAM levels. The provision of fresh foods by other donors has helped to diversify the refugees' diet and provide additional micronutrients. However, despite the combined efforts of all stakeholders, malnutrition levels remain high. Hence, WFP and UNHCR are jointly supporting research on the underlying causes of malnutrition and identifying appropriate response strategies.
28. Joint advocacy campaigns organized by WFP and UNHCR, including annual donor site visits and nutritional assessments, have been instrumental in keeping donors informed of the refugees' needs and funding requirements.

Strategy outline

29. The role of WFP's food assistance is to meet the basic food and nutritional needs of the most vulnerable refugees and support their livelihoods. With the exception of households receiving remittances from relatives overseas, most refugees remain highly dependent on humanitarian aid for their survival. WFP will



continue to supply basic food commodities to the refugees through GFD, while other humanitarian organizations provide complementary fresh fruits and vegetables, canned fish, yeast and tea. Additional distributions of meat and other supplies may be donated on an ad hoc basis through humanitarian caravans.

30. To treat moderate acute malnutrition, WFP will continue to provide fortified food rations to malnourished children 6-59 months and pregnant and lactating women through a targeted supplementary feeding programme. All distributions are channelled through health clinics as part of the comprehensive inter-agency strategy to address and reduce the high levels of malnutrition. Children with severe acute malnutrition will continue to be treated under the therapeutic feeding programme operated by MDM Spain.
31. As part of an initiative to tackle high levels of chronic malnutrition and anaemia, UNHCR distributes NutriButter® to all children aged 6-35 months and micronutrient powders to all children aged 36-59 months and pregnant and lactating women. An evaluation of this pilot intervention is planned during the last quarter of 2012 and will determine whether this initiative should be taken over by WFP under the PRRO.
32. WFP will continue to provide mid-morning snacks to primary school students in the form of fortified date bars. These snacks aim to improve enrolment and attendance. Under a complementary intervention to the school feeding, WFP will start a de-worming activity with the support of its cooperating partners.
33. Given the limited market facilities near-by the refugee camps, cash or voucher transfers were not found to be appropriate. Refugees tend to use the limited cash available through remittances to buy food and non-food items that are not supplied by any agency. Hence, in-kind food distributions were considered to be the most appropriate in the current context.

Handover strategy

34. A phasing out of humanitarian assistance is entirely dependent on finding a durable solution to the territorial conflict that has kept the refugees in exile for 35 years. Once a negotiated agreement materializes, WFP would reorient its strategy and resources towards the repatriation of the refugees to their places of origin and the resumption of their livelihoods. This strategy would be implemented in close coordination with UNHCR.

BENEFICIARIES AND TARGETING

35. *General food distribution:* Pending a registration of refugees, WFP and UNHCR have agreed to use a planning figure of 90,000 of the most vulnerable refugees targeted through GFD. In order to address problems of chronic malnutrition and anaemia, 35,000 additional supplementary general food rations are being provided within the context of this planning figure. These rations will continue



to be supplemented by fresh produce and high-value food items contributed by bilateral donors.

36. *Targeted supplementary feeding programme:* With the aim to treat moderate acute malnutrition, WFP will provide fortified blended foods to malnourished children aged 6-59 months and pregnant and lactating women. Overall, 6,000 children and 4,000 women are targeted under these activities per month. Beneficiaries will be admitted to the programme on the basis of the integrated protocols. Targeted children will be supported for at least two months and will be discharged once their weight has improved during at least two consecutive visits to the health clinics.⁷ After discharge, these children will then receive the NutriButter® or MNP depending on their age through the UNHCR prevention programme. Pregnant and lactating women will be supported from confirmation of pregnancy until six months after giving birth. The distribution will reach all women registered in the health centres and going to regular visits.
37. *School feeding:* A mid-morning school snack of fortified date bars will be given to primary school children with the aim of increasing the enrolment and retention of refugee children in primary schools. When available, milk will complement the school snack. A planning figure of 31,900 school children is proposed under the PRRO. This figure will be adjusted each year on the basis of the actual number of children enrolled at school. Updated statistics will be regularly provided by local authorities.

⁷ Discharge criteria for children 6-59 months: mid-upper arm circumference (MUAC) above 125 mm and/or weight-for-height above -2SD.



NUTRITIONAL CONSIDERATIONS AND RATIONS

38. Traditionally, the Western Sahara people are semi-nomadic with a diet based primarily on meat and dairy products. Their settling, and dependence on food assistance for most of their intake, has changed their traditional eating habits. Living in tents and temporary shelters without electricity, conservation of fresh food is difficult, particularly in the extreme summer when temperatures can easily rise above 50 degrees centigrade.
39. Given the persistence of high levels of acute and chronic malnutrition, anaemia and celiac disease, WFP's general food ration includes fortified wheat flour and Supercereal. The GFD food basket will be diversified with additional commodities such as pasta and *Gofio*, when resources are available. The distribution of fresh foods by bilateral donors also complements the WFP general food ration.
40. Under the targeted supplementary feeding programme, WFP will provide Supercereal, vegetable oil and sugar to pregnant and lactating women and Supercereal plus to children 6-59 months. Supercereal plus is formulated to respond to the specific needs of moderately malnourished children, providing a higher energy (kcal) value and including milk powder (protein) and essential fatty acids. An iodine-less Supercereal will be produced specifically for this operation, taking into account the high iodine content of the water used for drinking and cooking in the refugee camps.
41. The nutritional values of the various rations are given in Table 1 below. Daily ration sizes have been slightly rounded up to facilitate distribution of monthly individual rations.

TABLE 1: DAILY FOOD RATION BY ACTIVITY (g/person/day)				
Commodity	General food distribution	Supplementary feeding		School feeding
		PLW	Children	
Cereals	400			
Pulses	67			
Vegetable oil	31	20		
Sugar	33	15		
Supercereal	33	200		
Supercereal plus			200	
Date bars				80
Total	564	235	200	80
Kcal	2,166	1,015	787	344
% kcal from protein	12	16	16.6	8
% kcal from fat	16	9.5	23.2	12
Number of feeding	365	365	365	204



days per year				
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42. The total PRRO food requirements by activity are shown below in Table 2:

TABLE 2: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)					
Commodity	GFD	Supplementary feeding		School feeding	Total
		PLW	Children⁸		
Wheat Flour	18,150				18,150
Rice	4,572				4,572
Barley	4,572				4,572
Pulses	4,572				4,572
Vegetable oil	2,116	44	11		2,171
Sugar	2,252	33	9		2,294
Supercereal	2,252	437	108		2,797
Supercereal plus			548		548
Date bars	-			848	848
Total	38,486	514	676	848	40,524

IMPLEMENTATION ARRANGEMENTS

Partners

43. The Algerian Ministry of Foreign Affairs will remain responsible for policy matters regarding international assistance and will sign a letter of understanding related to this project with WFP.

44. ARC, as the official implementing agency for all humanitarian assistance provided to the refugees designated by the Government of Algeria, is WFP's cooperating partner. WFP and ARC will renew their operational agreement related to the clearance of commodities at the port of Oran, transport of the commodities from the port to the EDP at Rabouni near the town of Tindouf, and the management of the warehouse.

45. A tripartite agreement between ARC, UNHCR and WFP will be renewed delineating the respective responsibilities of each agency. ARC will report on food movement, distribution, and use of WFP food using WFP/UNHCR reporting formats. These reports will include quantitative data on food stocks, losses, distributions and beneficiary numbers disaggregated by age and gender.

⁸ Under the targeted supplementary feeding programme for children 6-59 months, WFP will continue to distribute Supercereal, sugar and vegetable oil up to March 2013. This will allow time for the Supercereal plus to arrive in country, and train implementing partners at the health centres on new protocols.



46. WFP covers all port, storage and transport costs. The WSRC will remain the ARC's implementing partner on the ground for warehouse management, food dispatches, secondary transport and food distributions at final distribution points within the camps. ARC and WSRC will renew a formal bilateral agreement outlining their respective responsibilities, elaborating on all aspects of the operation including warehouse management (for which the cost will be covered by WFP) as well as secondary transport, accounting, distribution, reporting and monitoring.
47. As per the global WFP-UNHCR Memorandum of Understanding, UNHCR is responsible for the distribution of food to the refugees. UNHCR and WFP therefore have joint action/annual work plans, which are reviewed and updated yearly. Monthly distribution plans are prepared by WSRC on the basis of agreements made at the monthly coordination meeting in Algiers chaired by WFP and confirmed through a signed food allocation. These distribution plans are endorsed by UNHCR.

Participation

48. Through WSRC, refugees are de facto involved in all aspects of planning and implementation of food distributions. The team of dedicated WSRC monitors established and trained under the previous PRRO will continue to be involved in the implementation of this operation, supported by CISP and UNHCR. Activities are informed by the regular discussions with local authorities and different segments of the population through household visits, focus groups and key informant interviews. The UNHCR Accountability Framework for Age, Gender and Diversity Mainstreaming is also used to ensure beneficiary participation in project planning.
49. Saharawi women traditionally play an important role in society and family life; this role has been enhanced over the years when men were engaged in conflict and women were left to handle all the aspects of community life. Today, women continue to play a key role in the food distribution process as they do in many aspects of the refugee life. Women appointed as '*Jefas de Grupos*' are responsible for coordinating general food distributions at the neighbourhood level; each group leader receives and distributes food to a group of 150 people, arranging the transport of commodities from the final distribution point to households as necessary.
50. At the household level, women are responsible for receiving food as the food entitlement holder. Women's equal access to WFP assistance has been facilitated by the support of the refugee leadership, composed by both women and men, which has given them a strong voice in the society.

Non-food items

51. The Government, UNHCR and NGOs contribute to the provision of potable water, propane gas and cooking utensils, essential complements to WFP food assistance. UNHCR's annual budget for 2012 is around US\$9 million to cover



non-food items such as tents, blankets, gas bottles, jerry cans, and kitchen utensils, water provision, community services and related operational expenses. These resources will not cover all needs and will need to be complemented by inputs from other sources.

52. Health services are provided through one central hospital, four regional hospitals and 27 health clinics. Education is undertaken through 29 pre-schools, 31 primary and seven secondary schools, the academic institutions of Boujdour camp and '12 October' centre, as well as various technical training centres. While much progress has been made in the supply of water, further improvements are also planned, expanding the supply of piped water from subterranean water reserves. Similarly, while various organizations have been working to improve the sanitation systems in schools by rehabilitating latrines and supplying water tanks, more work still needs to be done. Each camp has a sanitation committee, managed by representatives from the neighbourhood. These committees have assumed responsibility for refuse collection and disposal.

Procurement

53. Algeria is a food-deficit country, importing over 70 percent of its food requirements - one of the highest food imports in Africa. In view of the increasing food import bill and shortages in the food markets, the Government took a number of steps, such as the reformulation of the regulatory framework, the privatisation of the large government food supplies, the liberalisation of trade and the withdrawal of a number of items from the list of controlled prices. However, some basic commodities such as wheat and milk continue to be regulated through price control measures and food subsidies. Thus, opportunities for local food procurement are limited.
54. Most of WFP's commodities will be procured internationally, although WFP will monitor local market prices to seize opportunities for increasing the proportion of local food purchases. Procurement decisions will be made on the basis of an import parity check comparing the total cost of locally available versus imported commodities. WFP may opt for local purchases if deemed cost-effective or to avoid imminent pipeline breaks following unexpected delays in the delivery of internationally procured commodities.

Logistics

55. Imported commodities will be delivered to the port of Oran. The Government has appointed ARC to receive WFP's food, handle customs clearance and transport the commodities to the EDP at Rabouni, some 1,700 km from the port. For local purchases, WFP is responsible for delivering the food to the EDP using commercial transporters. WFP supervises all aspects of the logistics chain including monitoring the performance of ARC, coordinates and provides support and backstopping in Algiers and Oran when necessary, including facilitating documentation for the timely loading and delivery of commodities from Oran to Rabouni. WFP, in coordination with ARC, will continue negotiations with the port authorities and other relevant authorities to expedite clearance procedures.



56. At the EDP in Rabouni, WFP and ARC monitor the arrivals and dispatches of food through frequent visits to the warehouses, providing guidance on food handling and storage as well as ensuring proper tracking and reporting.
57. UNHCR is directly responsible for secondary transport and distribution of food, and participates in the joint WFP/UNHCR monitoring of food interventions. UNHCR, in coordination with ARC and WSRC, organizes the transport of commodities for GFD from Rabouni to the various camps. School feeding date bars are delivered by WSRC to the schools, while the commodities for the nutrition interventions are delivered to the clinics. Trucks used for these distributions are maintained in two workshops funded by the Spanish Agency for International Development Cooperation (AECID) and other donors.
58. The movement of commodities is monitored through the Commodity Movement Processing and Analysis System (COMPAS), which captures data for the port of Oran, Tindouf sub office and Algiers.
59. As part of its efforts to improve the storage infrastructure, WFP completed a new warehouse in 2011. Under this operation, WFP will continue to support the rehabilitation of existing warehouses and rebuilding food storage platforms, appropriate for the extreme weather conditions that characterize the area and taking into consideration lessons learned from past experiences in Rabouni.

PERFORMANCE MONITORING

60. WFP and UNHCR staff based in Tindouf conduct joint field monitoring visits, including distribution and post-distribution/beneficiary contact monitoring covering all aspects of the food distribution for all three activities. Appropriate data collection, analysis and dissemination mechanisms have been established. Field monitoring is undertaken with the participation of the cooperating partners, ARC and WSRC, to ensure transparency and dialogue. WSRC also performs its own monitoring with WFP support. Joint consolidated monthly monitoring reports are shared with stakeholders. Issues requiring attention or decisions are tabled at the monthly food aid coordination meetings in Algiers.
61. Feedback from post-distribution monitoring will allow WFP to address beneficiaries' preferences, where possible, through diversification of the food basket and improved planning of food procurement.
62. Following a perceived increase in the security threats, United Nations security arrangements have been reinforced. WFP field monitoring missions involving international staff require a convoy of at least two vehicles and government security escorts. As a result, WFP had to reduce the number of monitoring missions, while increasing the duration of those missions to reach the fixed targets. WFP has requested that security services remain outside the



buildings/tents during the interviews in order to minimize influence on the information provided by the beneficiaries.

63. Nutrition data is collected by health staff at the dispensaries and supplemented with monitoring data collected by WFP/UNHCR, camp health authorities and NGO partners in line with the integrated protocols developed in 2009. Inter-agency assessments and nutrition surveys are conducted every two years to measure the impact of the nutrition interventions on the prevalence of malnutrition. The next nutrition survey is planned in October 2012.
64. A WFP/UNHCR JAM will be held in September 2013 in order to assess the implementation of this operation and prepare for the following phase should further assistance be required.

RISK ASSESSMENT

65. The main operational risks for PRRO 200301 can be classified in three groups:
66. *Contextual risks:* The perception of increased security threats since end of 2011 has brought in stricter security regulations to ensure the safety of United Nations staff using government escorts when traveling to the camps. Given these increased security concerns, WFP has prepared a continuity plan that identifies ways in which life-saving interventions can continue despite further restrictions on the presence of WFP staff in Tindouf.
67. The last decade has seen an increased risk of extreme weather events such as heavy rains and flooding even in the Sahara desert. Severe flooding prompted WFP to launch an emergency operation in February 2006, while flash floods in November 2008 resulted in WFP commodity losses. WFP is addressing these potential risks through i) developing the capacity of government staff to conduct emergency needs assessments; and ii) improving food storage facilities to minimize food losses. WFP also aims to preposition sufficient food at the EDP, provided that resources are available, to meet any additional requirements for the refugees resulting from natural disasters.
68. *Programmatic risks:* The limited number of cooperating partners on the ground, and their reduced capacity since NGOs' international staff were withdrawn from the camps, represent a key programmatic risk. However, the enhanced security measures put in place are expected to allow the return of the international staff. While the Office of the Resident Coordinator is leading efforts to develop an Algeria-wide United Nations contingency plan, WFP, in collaboration with UNHCR, is enhancing the emergency assessment capacity of both agencies and counterpart staff.
69. Inadequate funding for complementary interventions may jeopardize the regular delivery of essential non-food items, and ultimately undermine the impact of



WFP food assistance. WFP and UNHCR will invite traditional and new potential donors to take part in annual site visits, during which the overall needs of the refugees will be underlined. This will help ensure reliable and predictable funding for complementary interventions.

70. *Institutional risks:* Although donors have been generous in supporting WFP activities in Algeria over the past years, the prolonged political stalemate, compounded by the global economic crisis, may result in decreased donor response, as seen in 2008. The risk of reduced funding, combined with global increase in food and fuel prices, will affect the level of resources available. Resource shortfalls and pipeline delays would have a major negative impact on the nutritional status of beneficiaries as well as their food security. The re-establishment of the security stock for a wider range of commodities will help prevent short-term pipeline breaks. WFP will be able to borrow commodities to cover immediate needs, while purchasing commodities when prices are lower. WFP, in collaboration with UNHCR, organizes annual site visits, inviting traditional and new potential donors in order to diversify the donor base. Furthermore, WFP will continue to widen the donor base, engaging new donors and exploring twinning opportunities.
71. Contingency planning for an eventual repatriation of the refugees is on hold pending a breakthrough in the current political stalemate. Meanwhile, WFP is engaged in the development of an Algeria-wide United Nations contingency plan under the leadership of the United Nations Development Programme (UNDP). In addition, WFP finalised its Emergency Preparedness and Response Package (EPRP), which includes risk identification and assessment as well as preparedness checklists for the country office.

Security Risk Management

72. Security is an overriding concern for the United Nations in Algeria given threats made by terrorist groups and the bombing of the United Nations House in Algiers in December 2007, where 17 United Nations staff lost their lives and many more were injured. Algiers is security level 3 and has recently been designated a family duty station. The United Nations Security Management Team meets on a monthly basis to discuss the prevailing situation. Clearance from both the Government and the United Nations Department of Safety and Security (UNDSS) is required for travel within the country and government escorts are required for all international staff road travel outside Algiers.
73. Tindouf and the refugee camps are in United Nations security level 4, following a security incident in late 2011, and the area remains under a perceived state of insecurity that resulted in the pull out of international staff by international NGOs⁹ and movement restrictions for all United Nations staff to and within the camps, with trips requiring a security escort.

⁹ The level of security measures is being increased and an ongoing assessment will determine whether the staff will be allowed to return to the camps.



74. United Nations security measures and arrangements in this area are supervised by the liaison office of the United Nations Mission for the Organisation of the Referendum in Western Sahara (MINURSO) in Tindouf. MINURSO liaison office chairs the Area Security Management Team meeting in Tindouf, attended by the heads of the United Nations agency sub-offices and final security decisions are taken by the Special Representative of the Secretary General who is the Designated Official for MINURSO and located in Layoune in the Western Sahara Territory.¹⁰
75. The WFP country office in Algiers and the sub-office in Tindouf meet the minimum operating security standards and minimum security telecommunication standards. The Government has provided the necessary licences for the installation and operation of radios and WFP's satellite communication system.

RECOMMENDATION

The proposed PRRO Algeria 200301, requiring 40,524 mt of commodities with a food value of US\$19.8 million and a total cost to WFP of US\$31.7 million, is recommended for approval by the Executive Director.

APPROVAL

.....
 Ertharin Cousin
 Executive Director
 United Nations World Food Programme

Date:.....

¹⁰ Since October 2011, the DO for Algeria, based in Algeria, has started providing support through UNDSS to United Nations agencies in Tindouf.



ANNEX I-A

PROJECT COST BREAKDOWN			
Food¹¹	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	27,294	9,429,675	
Pulses	4,572	2,022,456	
Oil and fats	2,170	3,440,624	
Mixed and blended food	4,194	3,545,720	
Others	2,294	1,404,026	
Total food	40,524	19,842,501	
Cash transfers		-	
Voucher transfers		-	
Subtotal food and transfers			19,842,501
External transport			2,490,757
Landside transport, storage and handling			2,724,834
Other direct operational costs			1,402,300
Direct support costs (see Annex I-B)			3,160,814
Total WFP direct costs			29,621,206
Indirect support costs (7.0 percent) ¹²			2,073,484
TOTAL WFP COSTS			31,694,690

¹¹ This is a notional food basket for budgeting and approval. The contents may vary.

¹² The indirect support cost rate may be amended by the Board during the project.



ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	1,101,200
Local staff - national officers	146,710
Local staff - general service	440,555
Local staff - temporary assistance	12,094
Local staff - overtime	9,608
International consultants	32,617
United Nations volunteers	68,854
Staff duty travel	263,087
Subtotal	2,074,724
Recurring expenses	
Rental of facility	281,400
Utilities	12,600
Office supplies and other consumables	25,200
Communications services	148,000
Equipment repair and maintenance	28,800
Vehicle running costs and maintenance	97,200
Office set-up and repairs	32,550
United Nations organization services	15,000
Subtotal	640,750
Equipment and capital costs	
Vehicle leasing	61,200
Communications equipment	113,140
Local security costs	271,000
Subtotal	445,340
TOTAL DIRECT SUPPORT COSTS	3,160,814



ANNEX II - LOGICAL FRAMEWORK SUMMARY - ALGERIA PRRO 200301

Results chain (logic model)	Performance indicators	Assumptions
SO 1: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES		
Goal: To reach vulnerable refugees whose food and nutrition security has been adversely affected by shocks		
Outcome 1.1: Improved food consumption over assistance period for targeted refugee households	<ul style="list-style-type: none"> Household food consumption score (target: 80% maintain at least a borderline consumption of 28.5 or above) 	<ul style="list-style-type: none"> Regular and adequate contributions from donors to meet monthly food requirements of the targeted refugees.
Outcome 1.2: Reduced acute malnutrition and anaemia in children under 5 and pregnant and lactating women	<ul style="list-style-type: none"> Prevalence of acute malnutrition among children under 5, measured in weight-for-height as percentage (current baseline¹³ 7.9%, target 7.2% next update). Prevalence of iron deficiency anaemia (IDA) in women¹⁴ and children under five. Non pregnant women; baseline¹⁵ 48.9%, target 44% next update. Pregnant women, baseline 55.8%, target 50.2% next update. Lactating women baseline 67.1%, target 60.4% next update. Children under five, baseline 52.8% target 47.5 next update. 	<ul style="list-style-type: none"> Regular and adequate contributions from donors to meet monthly food requirements of the beneficiary caseload. Fortified food stored in good condition and for not more than six month to preserve their nutritional value Public health and nutrition awareness campaigns take place to promote the appropriate use of food
Output 1.1/1.2: Food distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> Number of rations distributed (target 90,000 GFD rations and 35,000 supplementary feeding rations per month) and as % of planned figures (100%) Tonnage of food distributed (target 2,138 mt average per month), by type (100% in line with 	<ul style="list-style-type: none"> The socio-political situation for the refugees from Western Sahara remains relatively static and therefore does not require any major change to the project

¹³WFP/UNHCR joint nutritional survey October/November 2010 which will be updated in October 2012.

¹⁴Haemoglobin cut-offs defined as: non pregnant women <12 g/dl, pregnant women <11 g/dl and children under 5 <11 g/dl

¹⁵WFP/UNHCR joint nutritional survey October/November 2010.



	<p>ration size), as % of planned distributions¹⁶ (100%)</p> <ul style="list-style-type: none"> • Quantity of fortified foods (71.3mt per month), complementary foods and special nutritional products distributed, by type, as % of planned distribution (100%) • Quantity of fortified foods, complementary foods and special nutritional products distributed (71.3mt), by type, as % of actual distribution (100%) • Number of security incidents (0) • Number of health centres assisted (baseline, 27, target, 27) 	
SO 3: RESTORE AND REBUILD LIVES AND LIVELIHOODS IN POST-CONFLICT, POST-DISASTER OR TRANSITION SITUATIONS		
Goal: To support the re-establishment of the livelihoods and food and nutrition security of communities and families affected by shocks		
Results chain (logic model)	Performance indicators	Assumptions
Outcome 2.1: Enrolment of refugee girls and boys in assisted schools stabilized at pre-crisis levels	<ul style="list-style-type: none"> • Retention rate. No baseline data available, target for next update, 85%. • Enrolment: average annual rate of change in number of girls and boys enrolled. Baseline¹⁷, 11%, target 5% next update. 	<ul style="list-style-type: none"> • Regular and adequate contributions from donors to meet monthly food requirements of the beneficiary caseload. • The school data is made available to enable monitoring of the impact of school feeding.

¹⁶ Planned distribution includes quantity, quality and timeliness.

¹⁷ Enrolment data school year 2010/2011 over previous school year.



Output 2.1.1: Food and non-food items distributed in sufficient quantity and quality to targeted primary school children under secure conditions	<ul style="list-style-type: none"> • Number of girls and boys receiving food and non-food items under school feeding (target: 31,900) and as % of planned figures (100%) 	<ul style="list-style-type: none"> • Timely food arrivals and distributions
Output 2.1.2: School feeding aligned with programme of work	<ul style="list-style-type: none"> • Number of schools assisted by WFP (target 35) • Tonnage of food distributed (target, average of 47mt monthly) by type (100% in line with ration) as % of planned (target 100%). 	<ul style="list-style-type: none"> • Timely food arrivals and distributions. • Partners' performance is not affected by external circumstances such as change in security situation.



ANNEX III - LIST OF ACRONYMS USED IN THE DOCUMENT

AECID	Spanish Agency for International Development Cooperation
ARC	Algerian Red Crescent
CISP	<i>Comitato Internazionale per lo Sviluppo dei Popoli</i>
COMPAS	Commodity Movement Processing and Analysis System
EDP	Extended delivery point
ENN	Emergency Nutrition Network
FCS	Food consumption score
GAM	Global acute malnutrition
GFD	General food distribution
JAM	Joint assessment mission
MDG	Millennium Development Goal
MDM	<i>Médecins du Monde</i>
MINURSO	United Nations Mission for the Organisation of the Referendum in Western Sahara
MNP	Micronutrient powders
MUAC	Mid-upper arm circumference
NCA	Norwegian Church Aid
NCHS	National Centre for Health Statistics
NGO	Non-governmental organization
PRRO	Protracted relief and recovery operation
PSIS	Integrated Sahrawi Child Health Programme
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WASH	Water sanitation and hygiene
WFP	World Food Programme
WHO	World Health Organization
WSRC	Western Sahara Red Crescent Society



ANNEX IV – MAP

