

Protracted Relief and Recovery Operation (PRRO) Algeria, PRRO 200034

Title: Assistance to Western Saharan refugees

| ALGERIA PRRO 200034 | |
|------------------------------|--|
| Number of beneficiaries | 90,000 general food rations (GFD) plus 35,000 supplementary general rations |
| Duration of project | 18 months (1 May 2010 – 31 October 2011) |
| Food tonnage | 40,446 mt |
| Cost (United States dollars) | |
| WFP food cost | 18,712,909 |
| Total cost to WFP | 31,118,100 |

EXECUTIVE SUMMARY

Algeria has been hosting Western Saharan refugees since 1975. After 11 years of support by the Algerian Government, WFP started providing basic food assistance to the most vulnerable refugees in 1986. Opportunities for self-reliance in the harsh, isolated desert environment where the camps are located are extremely limited, forcing the refugees to rely on international humanitarian assistance for their survival. Despite the nomination of a new United Nations Special Envoy to the Western Sahara in 2009, UN-brokered negotiations have made no progress towards resolving the political impasse.

Meanwhile, malnutrition rates remain high, with global acute malnutrition at a critical level of 18.2 percent, chronic malnutrition at 31.4 percent and underweight at 31.6 percent, according to a WFP/*Medicos del Mundo* Spain nutrition survey of March 2008. Anaemia rates are also high, at 62 percent for children aged 6-59 months, 54 percent for non-pregnant women and 66 percent for pregnant women. A joint WFP/UNHCR nutrition mission in March 2009 identified various underlying socio-cultural reasons for the continued malnutrition.



On 27 August 2009, the Government of Algeria requested a new WFP protracted relief and recovery operation which should address the underlying problems of malnutrition in the camps through strengthened interventions while covering the refugees' minimum daily caloric requirements. A UNHCR/WFP joint assessment mission, fielded in September 2009, confirmed the need for continued food assistance.

In line with WFP Strategic Plan (2008-2013), the specific objectives of the operation are to: i) improve food consumption for the most vulnerable refugees living in the camps and reduce acute malnutrition and anaemia in children under 5 and pregnant and lactating women through general food distributions and nutrition activities (Strategic Objective 1 "Save lives and protect livelihoods in emergencies"); and ii) reduce short-term hunger and 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 activities contribute to the following Millennium Development Goals: 1, "Eradicate extreme poverty and hunger"; 2, "Promote universal primary education"; 4, "Reduce child mortality"; and 5, "Improve maternal health".

SITUATION ANALYSIS AND SCENARIO

The overall context

1. The conflict over control of the Western Sahara territory reached a humanitarian turning point in 1975, when tens of thousands of Western Saharan people fled to Algeria. These refugees were assisted by the host government until 1986, at which time WFP was requested to take the lead role in the provision of humanitarian food 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 24 years.
2. The refugee camps are located between 30 and 180 km from the south-western town of Tindouf; there are four main camps (Awserd, Laayoune, Smara and Dakhla) along with the smaller settlement of 27 February.
3. The camps are managed by the Popular Front for the *Liberation of Seguia el Hamra and Rio d'Oro* (Frente Polisario). Social services are provided by the camp authorities, the Algerian authorities and the Red Crescent Societies, with support from international organizations and Spanish civil society. The camp authorities have established 27 clinics, a central hospital and four regional hospitals along with 29 preschools, 31 primary and seven secondary schools, the academic institutions of '27 February' and '12 October' as well as various technical training centres.



4. The refugee camps are situated in a harsh, arid, barren, desert environment where livelihood and self-reliance opportunities are extremely limited. The area is too remote to enable beneficiaries to participate in the local economy. As a result, with the exception of a few households receiving remittances from relatives overseas (notably Spain), most refugees remain highly dependent on humanitarian aid from the international community for their survival.

The food security and nutrition situation

5. A WFP/UNHCR joint assessment mission (JAM)¹ conducted in September 2009 confirmed the refugees' continued food insecurity and heavy dependence on the humanitarian support they receive from the international community.
6. WFP provides basic food commodities to the refugees, while other humanitarian organizations supply fresh fruit and vegetables, canned fish, yeast and tea. Additional distributions of meat, dates and fresh vegetables are organized during the holy month of Ramadan or on an ad hoc basis through humanitarian *caravanes* from Europe. Donors have also supplied traditional foods, such as *Gofio* (toasted maize meal), pasta and cheese through WFP.
7. The refugees also meet their essential non-food needs with support from UNHCR and other humanitarian organizations and have access to free education and health care. As reported by the 2009 JAM, the refugees list food assistance, remittances and credit as their main resources used to access other food and non-food items, either through sale and/or exchange. Gifts (including sharing) are common as the most vulnerable households rely on their neighbours' solidarity.
8. Market facilities are limited as a result of the lack of cash available. As travel to and from Tindouf (for passengers and goods) is expensive, small shops in the camps stock regular items required by the refugees and not distributed as food assistance, such as milk and tomato paste, juice and biscuits.
9. The harsh desert environment is not conducive to income-generating or other productive activities for the traditionally semi-nomadic refugee population. However, a small number of households are involved in petty trade (such as shops in the camps) or receive support from relatives or host families abroad. Some households own livestock, but rarely more than two goats/sheep. These animals provide a nutritional supplement of fresh milk and meat, despite widespread concern that these products may be contaminated due to the animals' improper diet.² Occasionally, a small income is also generated through the sale of milk, milk products or meat. Livestock breeding is not economically feasible due to the lack

¹ UNHCR/WFP joint assessment mission "Assistance to refugees from Western Sahara". Algeria, 27 September to 9 October 2009. The JAM met with all major stakeholders/implementing partners and visited the project area together with 2 major donors, the US Bureau for Population, Refugees and Migration (PRM) and the European Community Humanitarian Office (ECHO). The JAM's overall objectives were to: i) review the implementation of the operation and achievement of objectives over the past two years; ii) recommend adjustments to WFP's food aid strategy and complementary non-food interventions; and iii) make recommendations with regard to the new PRRO being formulated.

² Norwegian Church Aid plans to carry out testing of the local animal products to confirm these fears.



of fodder and limited water resources. Moreover, there is insufficient land to practice traditional nomadic activities.

10. Communal and household gardens established with support from the United Nations Children's Fund (UNICEF)³ and other agencies provide some small-scale local production using new technologies that require less water to produce vegetables. Although a few households are practising such technologies, the cultural novelty, lack of resources and damage caused by sheep and goats have limited their impact. There is no poultry-raising at either household or camp level. A central poultry farm is sometimes distributing eggs to all camps.
11. The JAM observed some wealth differences between households.⁴ The most vulnerable households own no livestock, usually have no family workers working and often rely on gifts of food from neighbours. Other households fortunate enough to have established contacts with sponsor families from Spain or other countries receive support in the form of gifts or cash but this support is not regular. Less vulnerable households might also have a family member working inside or outside the camps, but often as a volunteer receiving only an incentive (such as teachers or clinic staff). Such households might own a few animals and few domestic items but have no means to sustain themselves in a reliable way. The few households with a family member working permanently outside the camps or overseas receive regular remittance income⁵ and have the means to cover their food and non-food needs. These households might own 10 or more animals, have more material comforts and can afford not to work; their children might be studying outside the camps (possibly abroad); their daily diet might include meat or fish.
12. During periods of food shortage such as when pipeline breaks or flooding occurred, coping mechanisms included sharing cooked meals, eating less, selling livestock and purchasing on credit.
13. The exposure to harsh conditions over the past 35 years has resulted in some major public health concerns, particularly for women and children. A nutrition survey conducted by WFP, *Medicos del Mundo* (MDM) and Norwegian Church Aid (NCA) in April/May 2008 confirmed high levels of malnutrition amongst pregnant and lactating women and children under 5, despite 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. This survey reported a global acute malnutrition (GAM) rate of 18.2 percent for children under 5 (12.8 percent moderate and 5.4 percent severe). Chronic malnutrition (stunting) was reported to be at 31.6 percent.
14. Compared to the March 2005 nutrition survey, the prevalence of GAM among children under 5 rose from 7.7 to 18.2 percent while chronic malnutrition

³ UNICEF discontinued this support in 2008

⁴ The JAM did not undertake any systematic review of the food security and self-reliance of various groups of refugees so conclusions on clearly-identified indicators and criteria could not be drawn, nor could the groups be quantified.

⁵ As in many other countries, remittance incomes have been affected by the global economic crisis.



(stunting) dropped from 38.9 percent to 31.6 percent. Anaemia amongst pregnant women dropped from 76.5 percent in 2005 to 66 percent in 2008. The same trend was observed for anaemia in children under 5, which dropped from 68.5 to 61 percent. While both anaemia and malnutrition rates remain unacceptably high, the 2009 JAM noted that no major events or changes in access to food occurred between 2005 and 2008 that could explain the drastic increase in acute malnutrition. Therefore, the JAM recommended that food assistance to the refugees continue with more dietary diversity and a specific focus on nutritional activities.

15. The March 2009 joint WFP/UNHCR nutrition mission identified various socio-cultural reasons for the continued high levels of malnutrition, including inadequate dietary intake during pregnancy, poor feeding habits (late eating, consumption of tea after eating), poor preparation/storage practices (over-cooking of vegetables, lack of storage) and inappropriate breast-feeding habits as well as early weaning practices. The situation is further aggravated by inconsistent health messages, poor hygiene practices and resistance of women to regular iron supplements. Moreover, the mission identified shortcomings in the nutritional feeding programme including the lack of linkages between the different, clearly defined nutrition protocols and their uniform application.
16. While further research is planned, several new initiatives have already begun to address these issues, such as:
 - The development of an integrated child health programme (PISIS – *Programa Integral de Salud Infantil Saharawi*) led by the camp health authorities, and supported by United Nations agencies, non-governmental organizations (NGOs) and donors. The initiative encompasses an integrated approach to child health and includes primary health care, growth monitoring, vaccination, interventions against anaemia, moderate and severe acute as well as chronic malnutrition, nutrition and health education for mothers, and capacity building on most frequent childhood diseases. All indicators for health and nutrition are being reviewed and harmonized in line with World Health Organization (WHO), UNHCR and UNICEF guidelines. The preliminary nutrition protocols have been endorsed and the first phase of the training on PISIS started in October 2009. To strengthen screening activities, the PISIS will also promote growth monitoring in all clinics, using the new WHO nutritional standards instead of the previous National Center for Health Statistics (NCHS) standards.⁶
 - UNHCR has recently completed a feasibility assessment for the distribution of NutriButter® to all children aged 6-36 months and micro-nutrient powders to all children aged 36-59 months and women of child-bearing age, as part of an initiative to tackle high levels of chronic malnutrition and anaemia, with the results expected soon.
 - WFP's sustainable nutrition initiative launched in October 2009, promoting the knowledge and use of sustainable sources of natural plant nutrients such as the tree *Moringa Oleifera*.

⁶ UNHCR/WFP joint assessment mission "Assistance to refugees from Western Sahara". Algeria, 27 September to 9 October 2009.



- UNHCR has introduced the water, sanitation and hygiene (WASH) concept to the various camp authorities, including the water department, as a better alternative to the current approach focusing on water only. UNHCR is addressing the quality of water through the installation of reverse osmosis filtration plants at the source and piped water systems, and is considering replacing water storage tanks at the household level, which are often in poor condition. The camp authorities are endeavouring to address poor hygiene and sanitation practices.
17. The JAM also visited schools in each camp. They found no gender gap in either enrolment or attendance in primary schools, largely because the Western Saharan 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 and travel patterns. The mission also noted that water and sanitation conditions are considerably below standard, although a Spanish Red Cross project is addressing these issues in some locations. The JAM recommended that, during the first year of the new project, a full assessment of the school feeding programme should be undertaken jointly with nutrition experts to review current activities and consider strategic options, including the possibility of expanding to pre-schools and additional activities, such as food and nutrition education.

Scenarios

18. The new PRRO is based on the most likely scenario of a continuing stalemate in the political process with the refugees remaining in exile, dependent on humanitarian aid until a durable solution to the conflict is found. Contingency plans must also include the risk of potential environmental threats for the camp population and structures, such as the torrential rains of February 2006 and November 2008, which damaged the shelters and food stocks of some refugees. In the event of a resolution to the conflict, prefabricated warehousing units and food stocks could be transferred with refugees as they return to their homeland.
19. Any programmatic change in response to changing scenarios will be agreed with the various stakeholders and implemented through eventual budget revisions.



POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the Government

20. Besides offering asylum and land to the refugees since their arrival in 1975, the Government of Algeria has provided them with relief and infrastructural assistance. The Government supports various initiatives in the camps such as the provision of cooking gas, health care, education, improved access (including the recent construction of a tarmac road to Dahkla camp) and housing, which benefit the entire camp population. In addition, the Government of Algeria has granted special status to the refugee population, which enables them to manage their own civil society and social systems without interference.
21. Given the limited secondary and higher education facilities in the camps, various governments, including Algeria, Cuba, Libya and Spain, sponsor refugee children to study in their countries.

Policies, capacities and actions of other major actors

22. WFP assistance is an important component of a multi-donor, multi-faceted humanitarian relief effort in support of the camp population. The European Community Humanitarian Office (ECHO) and the Spanish Agency for International Development Cooperation (AECID) fund NGO and United Nations programmes (including WFP). They also support the delivery of food commodities to camps through funding the purchase and maintenance of trucks and the associated workshops. In addition, AECID and ECHO fund the fresh food distributions implemented by NGOs throughout the year, with additional commodities during Ramadan. Various donors provide additional commodities to diversify WFP's food basket. In September 2009, an allocation of US\$202,000 was approved from the Central Emergency Response Fund (CERF) to UNHCR for the supply of cooking sets which will improve the impact of WFP's interventions. This is part of an overall CERF allocation of US\$1.5 million earmarked for the Western Saharan refugees to cover under-funded sectors such as water, education and health.
23. UNHCR coordinates interventions involving health, water, sanitation, education and housing, is directly responsible for secondary transport and distribution of food commodities, and participates in the joint WFP/UNHCR monitoring of food interventions. In the absence of solid cooking fuel, UNHCR and the host Government also provide the refugees with gas. UNICEF supports education and vaccination activities in the camps. WFP's efforts are complemented by various international organizations such as *Comitato Internazionale per lo Sviluppo dei Popoli* (CISP), *Médecins du Monde* Greece and Spain (MDM), *Mundubat* (One world), Norwegian Church Aid, Oxfam Solidarity Belgium, *Praktisk Solidarität*,



Solidaridad Internacional, Spanish Red Cross and *Triangle Génération Humanitaire*. These organizations provide human resources, funding and expertise in the areas of capacity development and training, fresh food distribution, gender initiatives, healthcare and nutrition, services for the disabled, transportation, construction and water management. It is anticipated that all these activities will continue and some may expand in the coming years.

Coordination

24. A monthly Food Aid Coordination meeting in Algiers, chaired by WFP, is the main coordination mechanism for food assistance. WFP, UNHCR, implementing partners, donors and the Ministry of Foreign Affairs participate in these meetings where food assistance, availability, pipeline, policy, planned and actual distributions, joint UNHCR/WFP monitoring reports and other related matters are discussed as well as the next month's distribution plan finalised. At the sub-office level, UNHCR holds the responsibility for coordinating food distribution with all stakeholders. The 2009 JAM again recognized the importance of coordination at the extended delivery point (EDP) in Rabouni, which should inform the monthly Food Aid Coordination meetings in Algiers.
25. WFP strengthened its close coordination with the local authorities and other partners in the health and nutrition sector by participating in the last "*Mesa de Concertación en Salud*" in July 2009, acting as the secretariat for the recently developed integrated nutrition protocols. In 2009, WFP was invited to attend "*Mesas de Concertación de Ayuda Alimentaria*" organized in Madrid by the Western Sahara Red Crescent (WSRC) and AECID, aiming to involve the Spanish civil society.

OBJECTIVES OF WFP ASSISTANCE

26. The overall objective of WFP assistance under this PRRO is to ensure food security and meet the minimum daily nutritional requirement of the most vulnerable refugees. In line with WFP's Strategic Objective (SO) 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 under 5 and pregnant and lactating women. In line with SO 3 ("restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations"), the PRRO aims to reduce short-term hunger and 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 24 years, WFP's food assistance has generally been sufficient to meet the minimum daily calorie 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 regular fresh food distributions of other donors have helped to diversify the refugees' diet and provide additional micronutrients. However, despite the combined efforts of all stakeholders, undernutrition levels remain high; hence WFP and UNHCR's joint ongoing research on underlying causes and 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 commodity needs and shortfalls.

Strategy outline

29. The role of WFP's food assistance is to meet the basic food needs and support the livelihoods of the most vulnerable refugees. It will also allow part of the limited household resources to be used to meet essential non-food needs.
30. Pending a registration of refugees, WFP and UNHCR have agreed to use a planning figure of 90,000 of the most vulnerable refugees. 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.
31. To address acute malnutrition, WFP will continue to provide fortified food rations to pregnant and lactating women⁷ and moderate acute malnourished children under 5, as per agreement with UNHCR. All nutrition distributions will be channelled through health clinics as part of a comprehensive inter-agency strategy to address and reduce the current high levels of malnutrition.
32. WFP will support UNHCR in a pilot programme distributing NutriButter® to all children aged 6-36 months to reduce chronic malnutrition and micronutrient powders (MNP) to all pregnant and lactating women and all children aged 36-59 months to combat anaemia and micronutrient deficiencies. The products will be provided by UNHCR for 12 months, after which the impact of the activities will be assessed. If the pilot programme proves successful, WFP will include these commodities in the food basket through a budget revision to the PRRO.

⁷ Nutritional rations are distributed to all pregnant and lactating women 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.



33. Children with severe acute malnutrition will be treated under the therapeutic feeding programme operated by MDM Spain using Plumpy'Nut®.
34. WFP will continue providing mid-morning snacks to primary school students in the form of high-energy biscuits (HEB). These snacks aim to alleviate short-term hunger, thereby improving concentration and academic performance. WFP will undertake a technical review of the school feeding programme as recommended by the recent UNHCR/WFP JAM, in order to review the objectives of the programme, the ration size and composition, a possible extension of the programme to pre-school children and the overall management of the activity. Once the findings of this mission are available, WFP will make the necessary amendments to this activity.

Handover strategy

35. A transition out of humanitarian assistance is dependent on achieving a durable solution to the territorial conflict that has kept the refugees in exile for 35 years. Once such a negotiated agreement materializes, WFP would reorient its strategy and resources towards the repatriation of the refugees and the recovery of their livelihoods, in close coordination with UNHCR.

BENEFICIARIES AND TARGETING

36. Pending a registration of refugees, WFP and UNHCR have agreed to use a planning figure of 90,000 of the most vulnerable refugees. 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.
37. The targeting criteria for general food distributions will be defined in consultation with UNHCR, prioritizing households with no working family members, not receiving external remittances and with few or no livestock. The beneficiary selection will be made by the Western Sahara Red Crescent (WSRC) and the Algerian Red Crescent (ARC) Societies.
38. WFP's nutrition interventions will assist pregnant and lactating women and moderately malnourished children aged 6-59 months who do not receive the blanket NutriButter® or MNP rations while undergoing treatment. Beneficiaries will be admitted to the targeted nutritional feeding programme using entry criteria in line with the recent integrated protocols:
- Pregnant women will be admitted from confirmation of pregnancy through to birth;
 - Lactating women will be supported for 6 months from the child's birth;



- Moderately malnourished children aged 6-59 months will be supported for at least 2 months;⁸ and
 - Children discharged from the therapeutic feeding programme will be automatically admitted in the nutritional feeding programme for 2 months.
39. Children will be discharged from the programme once their weight has improved during at least two consecutive visits to the health clinics.⁹ Children will count as defaulters in the programme if they miss more than two consecutive clinical sessions.
40. Mid-morning school snacks of high-energy biscuits (HEBs) will be given to children attending primary school education with the aim of reducing short-term hunger and retaining refugee children in primary schools.

NUTRITIONAL CONSIDERATIONS AND RATIONS

41. Traditionally, the Western Saharan people are semi-nomadic with a diet based primarily on meat and dairy products; only a few households make their livelihood from fishing or cultivating cereal crops. Hence, Western Saharan people do not normally purchase food in markets. However, the protracted exile in a harsh and instable environment has affected these eating habits, with particularly detrimental consequences on the more vulnerable groups.
42. 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. In line with their social traditions and to conserve the limited cooking fuel supplies, households often prepare food together. Such traditional solidarity serves as a coping mechanism in times of food shortages.
43. The various nutritional surveys conducted among the refugees highlight the persistence of high levels of acute and chronic malnutrition, anaemia and Coeliac disease which must be addressed through the various food and nutrition interventions.
44. In line with the JAM 2009 recommendations, WFP will include fortified wheat flour and improved corn-soya blend (CSB) into the general food ration, while diversifying the food basket's composition with additional commodities such as pasta and *gofio*, provided that resources are available. The JAM recommended that green lentils be the standard pulses in the food basket, but white beans, soybeans and chick peas could also be included when possible. In order to address chronic malnutrition and anaemia, the general food ration will include fortified commodities such as flour, oil and CSB and will be complemented by the blanket

⁸ Entry criteria for children 6-59 months: mid-upper arm circumference (MUAC) between 115 and 125 mm and / or a weight-for-height between -3SD and -2SD.

⁹ Discharge criteria for children 6-59 months: MUAC above 125 mm and/or weight-for-height above -2SD.



distribution of MNP and NutriButter® to selected groups if the UNHCR pilot proves to be effective. The distribution of fresh foods by bilateral donors will also complement the basic foods provided by WFP.

45. Feeding days per year for each activity will be as follows:

| TABLE 1: NUMBER OF FEEDING DAYS BY ACTIVITY | | | |
|--|-------------|-------------|--------------|
| Activity | 2010 | 2011 | Total |
| General food distribution | 245 | 304 | 549 |
| Nutrition activities | 245 | 304 | 549 |
| School feeding | 134 | 173 | 307 |

46. The nutritional values of the various rations are given in table 2 below. Daily ration sizes have been slightly rounded up to facilitate distribution of monthly individual rations.

| TABLE 2: DAILY FOOD RATION BY ACTIVITY (g/person/day) | | | | | | | | | | | | | | |
|---|---------|------|--------|--------|---------|-------|-----|-----|-------|-------|-----------------|----|-----|-----|
| Activity | W/Flour | Rice | Barley | Pulses | Veg Oil | Sugar | CSB | HEB | Total | Kcal | Nutrition Value | | | |
| | | | | | | | | | | | Protein | | Fat | |
| | | | | | | | | | | | g | % | g | % |
| | | | | | | | | | | | | | | |
| General food distribution | 267 | 67 | 67 | 67 | 31 | 33 | 33 | | 565 | 2,166 | 67 | 12 | 39 | 16 |
| Nutrition activities | | | | | 20 | 15 | 200 | | 235 | 1,015 | 40 | 16 | 24 | 9.5 |
| School feeding | | | | | | | | 50 | 50 | 225 | 6 | | 7.5 | 19 |

47. The total food requirements for the project period are shown below in Table 3:

| TABLE 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt) | | | | |
|--|----------------------------------|-----------------------------|-----------------------|---------------|
| Commodity | General food Distribution | Nutrition Activities | School feeding | Total |
| Wheat Flour | 18,318 | | | 18,318 |
| Rice | 4,598 | | | 4,598 |
| Barley | 4,598 | | | 4,598 |
| Pulses | 4,598 | | | 4,598 |
| Veg. Oil | 2,128 | 110 | | 2,238 |
| Sugar | 2,265 | 83 | | 2,348 |
| CSB + | 2,265 | 1,098 | | 3,363 |
| HEB | | | 385 | 385 |
| Total | 38,770 | 1,291 | 385 | 40,446 |



IMPLEMENTATION ARRANGEMENTS

General

48. The Algerian Ministry of Foreign Affairs will be responsible for policy matters regarding international assistance and will sign a Letter of Understanding related to this project with WFP.
49. The Algerian Red Crescent (ARC), as the officially designated implementing agency for all humanitarian assistance provided to the refugees, is WFP's cooperating partner. WFP and ARC will renew their operational agreement related to the clearance of commodities at the port, transport of the commodities from Oran to the EDP at Rabouni and the management of the warehouse.
50. WSRC will remain the ARC's implementing partner for warehouse management, food dispatches, secondary transport and food distributions at final distribution points within the camps. As per current practice, ARC and WSRC will sign a formal bilateral agreement delineating their respective responsibilities, which will be attached to the WFP/ARC agreement to avoid any duplication of responsibilities. The ARC/WSRC contract will elaborate 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.
51. In addition, a tripartite agreement between ARC, UNHCR and WFP will be signed, further delineating respective responsibilities. ARC will report on food movement, distribution, and use of WFP food commodities using WFP/UNHCR reporting formats. These reports will include quantitative data on food stocks, losses, and distribution by commodity and beneficiary numbers by activity, and disaggregated by age and gender.
52. School feeding biscuits are delivered by WSRC to the schools while the commodities for the nutritional feeding activities are distributed through the clinics. WFP will determine, in consultation with UNHCR, ARC and WSRC, the actual number of students registered each school year and will adjust the distribution plan accordingly.
53. The JAM recommended that WFP consider introducing, either directly or with the support of UNHCR and partners, strategic activities aimed at improving the food security and stimulating the livelihoods of beneficiaries in this difficult environment. This is in line with the new humanitarian approach for these refugees, as advocated by the United Nations High Commissioner for Refugees during his 2009 visit to the camps. Activities could include small-scale food production ventures complementing regular humanitarian aid, by improving food security, reducing dependency, and providing increased access to livelihoods, stimulating the local economy and building new skills for the refugee population. If found appropriate following a feasibility study, market assessment and technical



evaluation by WFP and stakeholders, these activities could be incorporated under local production or cash/voucher schemes.

54. Through WSRC, refugee beneficiaries are *de facto* involved in all aspects of planning and implementation of food distributions. In particular, a team of dedicated WSRC monitors was established and trained under the previous PRRO. Discussions with local authorities and different segments of the population are also regularly taking place through household visits, focus groups and key informant interviews. The UNHCR Accountability Framework for Age, Gender and Diversity Mainstreaming has also been used to ensure beneficiary participation in project planning.
55. Women will continue to play a key role in the food distribution process. Women appointed as group leaders are responsible for coordinating the general food distributions at neighbourhood level; each group leader receives and distributes food to a group of 150 people, arranging the transport of the commodities from the final distribution point to households as necessary. As the food entitlement holders, women are responsible for receiving food at the household level. Women's equal access to WFP assistance has been facilitated by the support of the refugee leadership which has given them a strong voice in civil society.
56. The global WFP-UNHCR Memorandum of Understanding designates UNHCR as responsible for GFD. UNHCR and WFP have joint action/annual work plans, which will be 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.

Non-food items

57. The provision of potable water, propane gas and cooking utensils by UNHCR, NGOs and the Government of Algeria is an essential complement to WFP food assistance. UNHCR's annual budget for 2010 is expected to increase to around US\$12 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 the Government of Algeria, NGOs and civil solidarity groups.
58. Health services are provided through one central hospital, four regional hospitals and 27 health clinics. The water supply system is currently being upgraded with a programme aiming to ensure supply of piped water from subterranean water reserves to all camps by 2012. Similarly, various organizations are working to improve the sanitation systems in schools by rehabilitating latrines and supplying water tanks. Each camp has a sanitation committee, managed by women representatives from each neighbourhood. These committees have assumed responsibility for refuse collection and disposal.



Logistics

59. Most WFP commodities are procured internationally. Imported commodities are delivered to the port of Oran. The Government of Algeria is responsible for ensuring the receipt of WFP's food assistance and has appointed ARC to handle customs clearance and onward transport to the EDP at Rabouni, located around 1,700 km from the port. For local purchases, WFP is responsible for delivering the food to the EDP using commercial transporters. WFP follows up on the logistics chain, monitors 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 under the overall supervision of ARC. Such guidance includes transparent and cost-effective procedures implemented through joint management systems. WFP, in coordination with ARC, will continue negotiations with the port authorities and other relevant authorities to expedite clearance procedures.
60. At the EDP in Rabouni, WFP and ARC logistics staff monitor the arrivals and dispatches through frequent visits to the warehouses, providing guidance on food handling, WFP's standard warehouse management as well as ensuring proper tracking and reporting.
61. WFP will continue with its efforts to improve the storage infrastructure through the construction of additional warehousing and the repair of current structures during 2010. All new buildings will be designed taking into consideration lessons learned with the existing storage facilities in Rabouni.
62. UNHCR, in coordination with ARC and WSRC, organizes the transport of commodities from Rabouni to the various camps for GFD or to the schools and clinics for the school feeding and nutrition programmes. Trucks used for these distributions are maintained in two workshops managed by NGOs and funded through UNHCR and AECID.
63. The movement of commodities is monitored through the Commodity Movement Processing and Analysis System (COMPAS), which captures data for Oran, Algiers and Tindouf.

Procurement Plans

64. Algeria is a food-deficit country with the highest food imports in Africa; more than 70 percent of its food requirements are imported. 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 supplier, 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 administered and regulated through price control measures and food subsidies.



65. Most of WFP's basic commodities are procured internationally. Limited local purchases are largely used to avoid imminent pipeline breaks following unexpected delays in the delivery of internationally procured commodities. WFP does, however, monitor local market prices and will, if deemed cost-efficient, procure larger quantities of food locally. Procurement decisions are made on the basis of an import parity check comparing the total cost of local versus imported commodities.

PERFORMANCE MONITORING

66. WFP and UNHCR conduct joint field monitoring visits, including distribution and post-distribution/beneficiary contact monitoring. Four WFP staff and 2 UNHCR staff based in Tindouf are responsible for monitoring all aspects of the food distribution. 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.
67. Under the tripartite agreement, UNHCR has primary responsibility for the overall implementation of nutrition activities. Data will be collected at the dispensaries and supplemented with monitoring data collected by the camp health authorities and NGO partners in line with the integrated protocols developed in 2009. An inter-agency assessment and nutrition survey will be conducted in late 2010 to measure the impact of the revised strategy to tackle malnutrition.
68. A WFP/UNHCR JAM will be held in early 2011 in order to assess the implementation of this programme and prepare for the following stage of the PRRO if further assistance is required.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Risk assessment

69. Donors have been generous in supporting WFP activities in Algeria over the years, particularly in 2009. Several donors have indicated their willingness to support the operation either multilaterally or bilaterally based on their observations during site visits jointly organized by WFP and UNHCR every year. Nevertheless, the prolonged political stalemate compounded by the world economic crisis may result in decreased donor response, as seen in 2008. Resource shortfalls and pipeline delays would certainly have a negative impact on the nutritional status of beneficiaries. The lack of adequate non-food support may also affect household food security, if refugee families are forced to exchange their food rations for



other basic items. Reliable, predictable funding and the regular delivery of the required non-food items would reduce this risk.

70. The last decade has seen an increased risk of natural phenomena 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 the loss of WFP commodities.

Contingency Planning

71. Contingency planning for an eventual repatriation of the refugees is on hold pending a breakthrough in the current political stalemate. In the meantime, the increasing frequency of severe and unpredictable natural phenomena such as floods can have devastating effects on housing, markets, food stocks and livestock with an immediate effect on the fragile food security and livelihoods of vulnerable households. While the United Nations Development Programme (UNDP) is leading efforts to develop an Algeria-wide United Nations contingency plan, WFP, in collaboration with UNHCR, is building the emergency assessment capacity of both agency and counterpart staff. Moreover, WFP aims always to have sufficient food in stock at the EDP, provided that resources are available, to meet any extraordinary requirements for the refugees resulting from natural disasters.

SECURITY CONSIDERATIONS

72. Security is an over-riding concern for the United Nations in Algeria given threats made by Al Qaida in the Islamic Maghreb (AQIM) 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. While Algiers remains in security phase III, the United Nations Security Management Team meets on a weekly basis to discuss the prevailing situation. All United Nations staff and dependants travelling to Algeria must obtain a security clearance from the United Nations Department of Safety and Security (UNDSS). A clearance from both the Government and UNDSS is required for travel within the country and armed government escorts are required for all road travel outside Algiers.
73. Tindouf and the refugee camps are in United Nations security phase II. United Nations security measures and arrangements in this area are supervised by MINURSO which is based in Laayoune, Western Sahara Territory, but has a liaison office in Tindouf. The head of the liaison office of MINURSO chairs the monthly Area Security Management Team meeting in Tindouf, attended by the heads of the United Nations agency sub-offices.
74. Most of the necessary equipment has been installed to make the joint UNHCR and WFP office in Algiers (established in June 2008) and the sub-office in Tindouf meet minimum operating security standards (MOSS) and minimum security telecommunication standards (MISTS). The Government of Algeria has provided



all the necessary licences for the installation and operation of radios and WFP's very small aperture terminal (VSAT) communication system.

RECOMMENDATION

The proposed PRRO Algeria 200034, requiring 40,446 mt of commodities with a food value of US\$18.7 million and a total cost to WFP of US\$31.1 million, is recommended for approval by the Executive Director.

APPROVAL

.....

Date:.....

Josette Sheeran
Executive Director



ANNEX IA

WFP PROJECT COST BREAKDOWN

| | Quantity (mt) | Average cost (US\$) per mt | Value (US \$) |
|--|--------------------------|---|--------------------------|
| COSTS | | | |
| Cereals | 27,514 | 312 | 8,596,304 |
| Pulses | 4,598 | 832 | 3,824,638 |
| Oils & fats | 2,238 | 1,103 | 2,467,846 |
| Mixed and Blended Food | 3,748 | 560 | 2,098,003 |
| Other | 2,348 | 735 | 1,726,117 |
| | | | |
| | | | |
| Total commodities | 40,446 | | 18,712,908 |
| External transport | | | 3,246,951 |
| Landside transport | | | |
| ITSH | | | |
| Total LTSH | | | 4,518,627 |
| Other direct operational costs | | | 382,525 |
| Total direct operational costs | | | 26,861,012 |
| B. Direct support costs (see table below for details) | | | 2,221,325 |
| C. Indirect support costs (7 percent of total direct costs) | | | 2,035,764 |
| TOTAL WFP COSTS | | | 31,118,100 |



ANNEX IB

DIRECT SUPPORT REQUIREMENTS (dollars)

| | |
|--|------------------|
| Staff and staff related costs | |
| International professional staff | 355,640 |
| National professional officers | 135,000 |
| National general service staff | 516,000 |
| Temporary assistance | 42,000 |
| Overtime | 27,200 |
| Hazard pay and hardship allowance | 84,142 |
| International consultants | 162,000 |
| Local consultants | |
| UNV | |
| Commercial consultancy services | |
| Staff duty travel | 295,260 |
| Subtotal | 1,617,242 |
| Recurring expenses | |
| Rental of facility | 200,000 |
| Utilities (general) | 22,500 |
| Office supplies and other consumables | 36,000 |
| Communication and IT services | 37,670 |
| Equipment repair and maintenance | 16,002 |
| Vehicle maintenance and running cost | 69,500 |
| Office set-up and repairs | 53,111 |
| Subtotal | 434,783 |
| Equipment and other fixed costs | |
| Vehicle leasing | 23,800 |
| TC/IT equipment | 78,500 |
| Local security costs | 67,000 |
| Subtotal | 169,300 |
| TOTAL DIRECT SUPPORT COSTS | 2,221,325 |



ANNEX II - LOGICAL FRAMEWORK SUMMARY OF ALGERIA PRRO 200034

| ANNEX II - Logical Framework Summary for Algeria PRRO 200034 | | |
|--|--|---|
| Results chain (logic model) | Performance indicators | Risks and assumptions |
| SO 1: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES | | |
| Goal: To reach refugees, internally displaced persons (IDPs) and other vulnerable groups and communities 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 baseline 18.2%, decreased to 17% the first year of the operation and to 15.7% on the second) Prevalence of iron deficiency anaemia (IDA) in women¹⁰ and children under five. Non pregnant women; reduction from 55% to 49.5% on the first year and 44.5% on the second. Pregnant women, targeted reduction from 66% to 59.4% on the first year and 53.4 on the second. Children under five, reduction from 62% to 55.8 on the first year and 50.2 on the second. | <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 10,000 supplementary feeding rations per month) and as % of planned figures (100%) Tonnage of food distributed (target 1530 mt | <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 |

¹⁰ Haemoglobin cut-offs defined as: non pregnant women <12 g/dl, pregnant women <11 g/dl and children under 5 <11 g/dl



| | | |
|--|--|--|
| | <p>average per month), by type (100% in line with ration size), as % of planned distributions¹¹ (100%)</p> <ul style="list-style-type: none"> • Quantity of fortified foods (900 mt 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 (900 mt), by type, as % of actual distribution (100%) • Number of security incidents (0) | |
| 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 | Risks and 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 met for 80% of sampled schools | <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. |
| Output 2.1: 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: 25,000) and as % of planned figures (100%) | <ul style="list-style-type: none"> • Timely food arrivals and distributions |

¹¹ Planned distribution includes quantity, quality and timeliness.



ANNEX III - LIST OF ACRONYMS USED IN THE DOCUMENT

| | |
|---------|---|
| AECID | Spanish Agency for International Development Cooperation |
| AQIM | Al Qaeda in the Islamic Maghreb |
| ARC | Algerian Red Crescent |
| CERF | Central Emergency Response Fund |
| CISP | Comitato Internazionale per lo Sviluppo dei Popoli |
| COMPAS | Commodity Movement Processing and Analysis System |
| CSB | Corn-soya blend |
| ECHO | European Community Humanitarian Office |
| EDP | Extended delivery point |
| EMOP | Emergency operation |
| FDP | Final delivery point |
| GFD | General food distribution |
| HEB | High-energy biscuit |
| ITSH | Internal transport, storage and handling |
| JAM | Joint assessment mission |
| LTI | Landside transport instruction |
| MDG | Millennium Development Goal |
| MDM | Médecins du Monde |
| MINURSO | United Nations Mission for the Organisation of the Referendum in Western Sahara |
| MNP | Micronutrient powders |
| MISTS | Minimum Security Telecommunication Standards |
| NGO | Non-governmental organization |
| PRM | Bureau of Population, Refugees and Migration of the U.S. Department of State |
| 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 |
| WHO | World Health Organization |
| WSRC | Western Sahara Red Crescent Society |



ANNEX IV – MAP

