

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

Executive Board
Second Regular Session

Rome, 17 - 19 May 2000

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 6

For approval

E

Distribution: GENERAL
WFP/EB.2/2000/6-B/5

20 April 2000
ORIGINAL: ENGLISH

PROTRACTED RELIEF AND RECOVERY OPERATION— ALGERIA 6234.00

Assistance to Saharawi Refugees

Number of beneficiaries	155,000 (60 percent women and girls, 40 percent men and boys)
Duration	24 months (1 September 2000 to 31 August 2002)

Cost (United States dollars)

Total cost to WFP	27,855,479
Total food cost	14,724,500

ABSTRACT

Since 1975, tens of thousands of Saharawi have taken refuge in Algeria, settling in temporary camps in a desert area located near Tindouf. WFP has assisted the Government of Algeria in meeting the basic nutritional needs of the refugees since 1986. The Western Sahara conflict is in the process of settlement under the auspices of the United Nations. The United Nations-sponsored Settlement Plan envisages a referendum for the self-determination and repatriation of all eligible refugees and their families to Western Sahara. In light of recent developments, however, the referendum is unlikely to be implemented before 2002. Until then, the Saharawi refugees will remain in Algeria, continuing to rely almost totally on humanitarian assistance from the international community, including the United Nations, as a result of the harsh and hostile geophysical environment where their camps are located.

Following the ceasefire in 1991, the concerned parties agreed that a final registration of the refugees would take place once the United Nations Mission for the Referendum in Western Sahara (MINURSO) had completed its list of eligible voters. Since 1986, humanitarian agencies have used approximate planning figures for the refugees. WFP and UNHCR have been providing care and maintenance assistance, including food aid, to some 80,000 people. Since the number of refugees in the camps exceeds 80,000, additional basic relief commodities were provided by bilateral donors and NGOs.

Difficulties in the coordination of food aid sources have resulted in the provision of an erratic and sometimes inadequate level of basic food to the camps. Food aid supplies decreased sharply in the last quarter of 1999 mainly because of unexpected delays in delivery by bilateral donors, resulting in the distribution of a much smaller ration than planned. Ninety percent of the households in the camps have no means of procuring fresh food. This has prompted WFP and its partners to re-assess existing food aid arrangements and take the responsibility of mobilizing basic food aid needs for the entire population using a planning figure based on the MINURSO and UNHCR registrations.

A provisional planning figure of 155,000 will be used for the period of this WFP operation. If bilateral donors or NGOs provide basic food assistance to the refugees in camps during the period of this operation, WFP will reduce its provision of commodities accordingly.

Pending the achievement of a durable solution for the refugees, the specific objective of this protracted relief and recovery operation (PRRO) will be to ensure the timely delivery of basic food commodities that will sustain the lives of the refugee camp's population.

The Algerian Red Crescent (ARC) will continue to receive WFP food consignments at port and deliver them to the extended delivery point (EDP) at Rabouni, near Tindouf. The Saharawi Red Crescent (SRC) currently distributes WFP commodities within the refugee camps. WFP supports this operation in close co-operation with UNHCR, bilateral donors and NGOs. Requirements for this PRRO for a period of two years are 64,498 tons of food aid, with a food cost of US\$14.7 million and a total cost to WFP of US\$27.9 million.

This document is printed in a limited number of copies. Executive Board documents are available on WFP's WEB site (http://www.wfp.org/eb_public/EB_Home.html).

NOTE TO THE EXECUTIVE BOARD

This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal point indicated below, preferably well in advance of the Board's meeting.

Senior Liaison Officer, Middle East and North Africa Region (OMN) Mr P. Turnbull tel.: 066513-2800

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2645).



ACRONYMS USED IN THE DOCUMENT

ARC	Algerian Red Crescent
CISP	Comitato Internazionale per lo Sviluppo dei Popoli
EDP	Extended delivery point
EMOP	Emergency Operation
FDP	Final delivery point
MINURSO	Mission for the Referendum in Western Sahara
NGO	Non-governmental organization
OAU	Organization of African Unity
PRRO	Protracted relief and recovery operation
SRC	Saharawi Red Crescent
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund



CONTEXT AND RATIONALE FOR PROVIDING ASSISTANCE

Context of the Crisis

1. Since 1975, tens of thousands of Saharawi have taken refuge in Algeria, where they have been settled in temporary camps in the desert area in the southwest of the country. During the initial period of installation, these refugees received substantial assistance from the Government of Algeria, which fully covered their basic humanitarian requirements. Then, in the mid-1980s, at the request of the Government of Algeria, the international community and the United Nations humanitarian organizations have been providing relief assistance.
2. In 1991, a United Nations Settlement Plan was adopted calling for a ceasefire between the belligerent parties (i.e. between Morocco and the Frente POLISARIO) and for the holding of a referendum in the territory, to be co-sponsored by the Organization of African Unity (OAU). The stated purpose of the referendum was to enable the people of Western Sahara to choose freely between integration with Morocco and independence. Following a decision by the Security Council, MINURSO was deployed in the territory. Its main tasks have been to supervise the implementation of the ceasefire, identify eligible voters and, together with UNHCR, prepare for the safe voluntary repatriation of refugees eligible to participate in the referendum.
3. Under the United Nations Settlement Plan, the transitional period began in September 1991 with the ceasefire and is expected to terminate with the proclamation of the results of the referendum. The implementation of the plan has been delayed, however, primarily as a result of disagreements over criteria for the identification of eligible voters.
4. Renewed efforts by the international community in 1997 resulted in the reactivation of the United Nations plan and allowed the Identification Commission of MINURSO to resume its work. In December 1999, that commission published its final list of eligible voters. UNHCR also is in the process of completing a pre-registration exercise: of the refugees of the MINURSO list and their immediate families, UNHCR has already registered 107,149 people who would be repatriated from the camps near Tindouf to participate in the referendum.
5. Given that MINURSO still must consider more than 70,000 appeals by refugees for inclusion in the list of registered voters, and given the lengthy procedures involved in such an exercise, it is clear that the referendum will not be held in July 2000, as scheduled. The Secretary General's report of 6 December 1999 stated that there seemed to be "little possibility of holding the referendum before 2002 or even beyond."
6. As a result, the refugees are expected to remain in the camps in Algeria for the next two years and will continue to rely on external assistance, including food aid, to meet their basic humanitarian requirements. This PRRO is designed to cover the food needs of the refugees in the camps for two full years—from September 2000 to August 2002—taking into account needs that would arise in the event of some slippage in the implementation of the United Nations Settlement Plan.
7. The total value of WFP assistance to the Saharawi refugees in Algeria approved to date totals US\$53 million. This figure includes the costs to WFP of the PRRO 6099.00 scheduled to terminate in August 2000.



Situation Analysis

8. Given the special political considerations prior to the ceasefire in September 1991, a census of the refugee population has been repeatedly postponed. With the adoption of the United Nations Settlement Plan, and in order not to interfere with the work of the Identification Commission of MINURSO, all concerned parties agreed that a final registration of the refugees would take place once MINURSO completed its list of eligible voters.
9. Since 1986, most donors and humanitarian agencies have used approximate planning figures for the different segments of the refugee population in order to assess the population's needs and determine the level of their own contributions. During this period, both WFP and UNHCR have been providing care and maintenance assistance, including food aid, to some 80,000 people. This figure has remained unchanged for more than 15 years.
10. Although the population in the refugee camps has been greater than the 80,000 people covered by WFP, additional basic relief commodities have been covered by bilateral donors and international NGOs, mobilized on the spot or by ad hoc measures. In practice, food aid available from all sources is divided among the entire population of refugees in the camps.
11. Difficulties in the coordination of food aid provided by WFP and bilateral donors have resulted in an erratic and sometimes inadequate supply of basic food in the camps. Unexpected delays in the delivery of commodities from bilateral donors and, to a lesser extent, a lack of contributions for the WFP operation caused a drastic deterioration of the overall supply of food aid in the last quarter of 1999. This resulted in severe food shortages in the camps from September 1999 to March 2000, with an average availability of 1,600 Kcal per person per day (compared with an average of 2,300 Kcal for the period from January to August 1999). WFP, in coordination with the Algerian Government, took immediate action to address the food crisis, including follow-up with bilateral donors. This emergency has also prompted WFP and its partners to re-assess existing food aid modalities, reconsider programming priorities in light of recent changes, review the number of beneficiaries in need of humanitarian assistance and assume responsibility for the programming of food needs to the entire caseload.
12. Now that MINURSO has completed its identification in the camps and UNHCR has registered a large proportion of the family members of the refugees wishing to repatriate, more precise figures for refugees settled in the camps have been established, become public and been used to estimate a planning figure to the feeding caseload, as described in paragraph 47. UNHCR plans to finalize registration of the whole camp population by the end of 2000.

Government Policies and Developmental Considerations

13. The Government of Algeria continues to provide assistance, particularly for the improvement of basic infrastructure and logistics, and is contributing to the development of human resources. The Government is also actively soliciting external resources and is facilitating the channelling of international donations. UNHCR, bilateral donors, and international NGOs are supporting special projects—including those dealing with water supply services, environmental rehabilitation, health, nutrition, education, transportation and housing—which are directly and indirectly benefiting the total refugee population of the camps.



14. The arid nature of the land and the remote locations of the camps are major constraints on the refugees' participation in income-generating and productive activities. The special political status of the Saharawi refugees in Algeria, whose government regulates their movements inside the country, compounded by the lack of economic opportunities in the neighbouring localities, has increased their dependency on external interventions and support. International humanitarian assistance is concerned primarily with sustaining the lives of the refugees, but some agencies are carrying out small-scale developmental activities in skills training, health, nutrition, education and agriculture. For a population that has been living in temporary accommodation for more than 25 years, these activities are significantly contributing to enhancing the refugees' self-help potential and raising their self-esteem. Nevertheless, the uncertainty surrounding repatriation has contributed to limiting long-term or large investments in developmental activities.

RECOVERY STRATEGY

Beneficiary Needs

15. A joint WFP/UNHCR assessment mission visited the refugee camps near the town of Tindouf from 7 to 13 March 2000. Representatives from the Algerian Red Crescent accompanied the assessment mission, and a nutritionist from a Norwegian NGO participated in the mission as a resource person. The assessment mission met with men and women in the different camps, visited the main warehouses, met the heads of food committees and had extensive meetings with relevant local authorities. The main tasks of the assessment mission were to assess the beneficiaries' needs on the basis of a revised caseload, examine current implementation modalities and recommend improvements in monitoring and reporting as well as in strengthening coordination among the different partners.

Camp population

16. The Saharawi refugees in Algeria have been accommodated in four large camps near the town of Tindouf in the southwestern part of the country. The nearest camp is 40 kilometres away from Tindouf and the farthest one about 120 kilometres away. The refugee population live in difficult conditions, characterized by a harsh and inhospitable climate—particularly extreme in summer and winter—an isolated location and a chronic lack of economic opportunities.
17. According to population estimates based on random samples, women and girls constitute 60 percent of the resident refugee population in the Tindouf area. The average household size is 6.7. An estimated 40 percent of the population is under 14; hence the household dependency rate is relatively high. The special circumstances of the refugees appear to have brought about a change in the traditional mentality of Saharawi regarding women, which has contributed to a significant improvement in the overall status and conditions of the women in the camps. The women settled there are known to be assertive, and they actively participate in all aspects of camp life.
18. Women are in charge of the overall administration of the camps and play a leading role in public health/environmental sanitation activities and in the distribution of food commodities. Women constitute 80 percent of the health workers in the 29 health centres of the four camps. Sixty percent of the medical and paramedical staff are women; there are two women directors of hospitals and several women doctors. Sixty percent of the camps'



teachers are women. These women perform these tasks on a voluntary basis, without remuneration. Furthermore, the numerous commissions and committees in the camps (social, cultural, youth, public information, etc.) are all composed of and chaired by women. The Union of Saharawi Women is organizing training courses in health and nutrition education, as well as in accounting. It is also responsible for the sewing of tents and their distribution to the women's committees at the district level. Branches of the Union of Saharawi Women have been implementing special programmes for physically handicapped children and the elderly.

Food

19. WFP has provided regular food assistance to some 80,000 people in the camps since 1986, while bilateral donors have covered the needs of the remaining population. Standard basic family rations are distributed to the resident camp population, subject to the availability of food.
20. The local food aid coordination committee in Tindouf—composed of representatives from WFP, UNHCR, the Algerian Red Crescent and the Saharawi Red Crescent—establishes the monthly distribution plan, often adjusting the standard monthly ration to reflect the quantities available in the warehouses. Central warehouses at Rabouni, near Tindouf, are the EDPs, serving the four camps; they include several stores and platforms and have a storage capacity of about 15,000 tons. However, most of the stores are in urgent need of repair. The delivery of commodities to the four main camps from the EDP (i.e. the secondary transport) has sometimes been delayed because of shortages of trucks and bad road conditions; the distance from the EDP to the camps ranges from 40 to 80 kilometres.
21. Once in the camps, the commodities are handed over to the women heads of the distribution committees in each district, and are then passed to sub-committees and neighbourhood groups, also led by women. Thus the entire distribution chain at the camp level is fully controlled and managed by women. Although this usually proceeds in a well-organized manner, the physically taxing and time-consuming carrying of heavy bags of food from the distribution centres to the tents has been a serious problem for the women (see paragraph 41).
22. A review of donor contributions, including WFP food, to the general food basket for the refugee population during 1999 revealed that in-country stocks were frequently extremely low as a result of inconsistencies in food aid programmes and delays in commodity deliveries to the camps. Thus distributions of food rations have often been irregular and incomplete. Taking into account food stocks in the central warehouses and the commodity pipeline of WFP and other food aid donors, stocks of the cereals and pulses needed to meet the food needs of the total camp population are likely to be exhausted by July 2000, and stocks of other basic commodities will reach critically low levels.

Nutrition and health

23. A full nutritional survey at the camp was last undertaken in 1997 and published in 1998 by Comitato Internazionale per lo Sviluppo dei Popoli (CISP). This survey revealed nutritional problems that included unacceptably high levels of stunting and severe micronutrient deficiencies. It was noted that only 10 percent of the households in the camps could afford to buy fresh food. In 1999, WFP introduced basic commodities fortified with vitamins, iron and folic acid (fortified wheat flour and vegetable oil). That same year, the Programme also planned to supply corn-soya blend as supplementary food to malnourished women and children as part of an NGO special feeding programme, but



the NGO was unable to secure the complementary funding needed to carry out the programme.

24. Although the ration size planned for distribution to the WFP target population in 1999 followed WFP/UNHCR guidelines, the amount of food actually available through WFP, bilateral donors and NGOs did not permit the full rations to be distributed. WFP has had difficulties in the past in resourcing this operation: the Programme's commitment for 1999 was 12,125 tons, but as of early December 1999, contributions were only 8,022 tons, i.e. only two thirds of the amount committed. This, together with unexpected delays in the deliveries of food from bilateral donors, resulted in the distribution of a lower ration.
25. In principle, the existing health facilities—including one central hospital, a regional hospital in each of the four main camps and 29 health centres at the district level—could provide adequate services to the refugee population. Medical and paramedical staff are fully aware of prevailing health problems and work closely with the health committees at the district level. However, lack of essential equipment, as well as basic furniture, and frequent shortages of medicine are hampering the functioning of these facilities. To improve this, UNHCR, in partnership with a number of NGOs, is providing basic medicine, while UNICEF has recently participated in a wide-scale vaccination campaign.

Water and sanitation

26. There has been significant improvement in the supply of drinking-water to the four camps. UNHCR, in close cooperation with the camp authorities, is ensuring that adequate quantities of water for drinking and domestic use be available in all the camps. Trucks carry water to two camps to be stored in tanks that serve the various neighbourhoods in each sub-district. Boreholes have been drilled in the distant camps, and work is ongoing to establish a water network system in all the camps. A full-time water engineer hired by UNHCR is working on water quality improvement and the safety of water supplies.
27. The Saharawi refugee camps are distinguished for their cleanliness and good sanitary conditions. Most households have pit latrines, and each household is responsible for maintenance of its latrine. Women-headed sanitation committees in each neighbourhood are in charge of daily garbage collection and disposal and for keeping the neighbourhood clean. Animal sheds are kept in a confined area on the outskirts of each camp.

Shelter

28. The Government of Algeria has provided the campsites near Tindouf, and the Saharawi authorities manage the camps. UNHCR provides the materials for the tents, which are made and erected by the refugees themselves. There is also a brick shelter near each tent that serves as kitchen and sleeping quarters.

Education

29. Education is given top priority by the authorities in the camp, and much effort has been made to ensure general basic education to all children of school age. Illiteracy is relatively rare, existing mainly among the elderly population. There is an elementary school in each camp, and three main boarding schools offer primary and intermediate education. Currently about 40,000 girls and boys attend primary schools, with no gender gap evident at this level of education.
30. Every year about 5,000 young people who have completed seven years of schooling in the camps pursue secondary and higher education in Algeria or elsewhere. However, as



observed by the camp teaching staff, it is becoming increasingly difficult for many youths from the camps to qualify for secondary or university education in Algeria or abroad. In response, UNHCR, in cooperation with NGOs, is considering the establishment of vocational training centres (with courses in carpentry, mechanics, car repair, etc.) for youth over 15.

Livestock production and related commercial activities

31. Livestock production, consisting mainly of goats and sheep, is highly appreciated by many of the refugees. Women own most of the livestock in the camp. This activity provides a nutritional supplement (fresh milk and meat) and a valuable source of income. However, the high cost of animal feed and the limited availability of water are constraining factors, and only 10 percent of households can afford to raise more than three head of livestock. Most refugees own only one or two animals, and more than one third of the population own none at all.
32. Given the special circumstances of the refugees and the physical isolation of the camps, the possibilities for income-generating or commercial activities are extremely limited. Few refugees have access to cash, usually in the form of occasional transfers from relatives living abroad or from the sale of livestock. Petty trade, through itinerant merchants visiting the camps, consists of the buying and selling of garments, shoes, kitchenware, cleaning materials, cigarettes and other minor items. Women as well as men engage in trade.

The role of food aid

33. The role of food aid is to meet the basic food needs of all refugees in the camps through general food distributions. Commodities fortified with micronutrients (wheat flour and vegetable oil) are provided to address deficiencies in the basic food ration and to compensate for the limited intake of fresh foods.

Intervention approaches

34. WFP will cover the basic food needs of the refugees by providing a food basket consisting of cereals, pulses, vegetable oil, sugar and salt. WFP food will be distributed to the refugees on a monthly basis through women's committees at the district and neighbourhood level. UNHCR will provide yeast for bread-baking and tea for the adult refugee population. Other complementary commodities will be provided on special occasions or through supplementary feeding programmes. International NGOs will cover the main micronutrient needs of the beneficiaries through special nutrition interventions and selective feeding programmes in schools and/or hospitals.

Risk Assessment

35. Low contributions to the WFP operation during 1999 and delayed commodity deliveries resulted in inadequate food being available for refugees during 1999 and early 2000. Unless food contributions increase and become regular, there is a risk that inadequate food intake will precipitate the worst nutritional crisis since international assistance has been provided.
36. The lack of special feeding programmes and/or limited availability of essential micronutrients could lead to a further deterioration in the health and nutrition status of the vulnerable groups and other at-risk categories.



37. Inadequate treatment of groundwater is likely to lead to high rates of parasitic infections, with consequences for the health and nutrition status of the population.
38. While primary transport has been satisfactory, there have been difficulties encountered for secondary transport (i.e. from the EDP to the camps) that are related to the limited trucking fleet, lack of spare parts for old trucks and shortage of fuel. These difficulties could considerably delay food deliveries to the camps, unless the Algerian Red Crescent and UNHCR implement plans to address these constraints.

Objectives and Goals

39. The goals of WFP assistance are in line with policies and strategies outlined in the WFP Mission Statement. Pending the achievement of a durable solution for the refugees, the specific objective of this operation is to ensure the timely delivery of basic food commodities to sustain the livelihood of the refugee camp population, estimated at 155,000 persons.

IMPLEMENTATION PLAN

Key Programme Component

General food distributions

40. Full rations of basic food commodities will be provided to the refugees resident in the four main camps. The local coordination committee in Tindouf will plan monthly food distributions and will take the necessary steps for ensuring timely deliveries to the camps. Commodities will be transported from the main warehouses at the EDP at Rabouni to the Final Delivery Points (FDPs) in the four camps, according to an established schedule. People responsible for food distribution at the camp level will be informed in advance about the time of delivery and about the quantities allocated and the level of the ration to be distributed to each household.
41. At camp level, the commodities will be handed directly to the heads of the distribution committees at the district level and then passed on to neighbourhood groups. Food commodities are weighed, apportioned according to the prescribed ration and then handed to groups of households, constituting 50 beneficiaries, who share the rations among themselves. WFP and UNHCR have helped ensure that women be fully involved in the management of food aid in the camps. Women will head all the food distribution committees at the district and neighbourhood level and will be present during the whole period of distribution, usually lasting about ten days in each camp. These women will fill in monitoring forms on the commodities distributed, any losses and the number of beneficiaries actually reached. To ease the burden on the women of carrying food, UNHCR will arrange for the provision of wheelbarrows to be used to transport food commodities within each camp.
42. Due to the high incidence of anaemia among women of childbearing age and the prevalence of stunting among children under 5, concerted efforts will be made by the various partners to re-activate supplementary and therapeutic feedings in all the refugee camps, schools and hospitals. For example, a number of NGOs supported by UNHCR and a bilateral donor have begun implementing a community-based health and nutrition recovery scheme. This scheme will supply multi-mineral and multi-vitamin supplements to



11,000 women of childbearing age and a fortified supplement to 8,000 children under 5. NGOs also plan to finance the procurement of fresh fruits and vegetables for the main hospitals and boarding schools in the camps.

Recovery Activities

43. In view of the special circumstances of the refugees, it is beyond the scope of this WFP operation to contribute significantly to the promotion of beneficiaries' self-reliance as long as they remain in the camps. Thus, this PRRO will focus on the provision of a basic food ration as a care and maintenance operation.
44. UNHCR, bilateral donors and NGOs will continue to support small-scale projects in agriculture, water services, education and health, which would form a base for future recovery as and when the refugees are repatriated. UNHCR is currently involved in a sensitization campaign for confidence-building and mine-awareness as part of the activities prior to the referendum. UNHCR, bilateral donors and NGOs will continue to support training schemes for about 4,000 women attending the training centre of the Union of Saharawi Women. Training activities there will cover nursing, nutrition education, accounting, home economics, weaving and sewing. Joint assessment missions have not recommended that food incentives be provided in support of these activities, since participation has been active.

Beneficiaries, Needs and the Food Basket

45. The protracted situation of the refugees has made them increasingly dependent on external assistance over recent years. Hence, most of the partners in this assistance programme concurred with the need for a wider definition of vulnerability, particularly in the context of the geographic isolation and the harsh physical environment. In this respect, a new consensus emerged that external assistance should cover the basic humanitarian requirements of all of the resident camp population, and that for vulnerable groups special supplementary feeding and nutritional programmes could be formulated, if required.
46. Consequently, WFP and UNHCR will programme their assistance for the next phase using the beneficiary caseload of 155,000 that has been confirmed by UNHCR as a planning figure until UNHCR completes the registration of the camp refugees. The revised planning figure approximates the number of beneficiaries in the refugee camps who have been receiving food assistance from all donors, including WFP; the number ranged from 149,000 to 155,301 refugees between 1997 and 1999.
47. The revised planning figure is based on the number of refugees that UNHCR had pre-registered from the MINURSO list of eligible voters from Tindouf, as well as their immediate families. By mid-March, UNHCR had registered 107,800 of the people (potential voters and their immediate families) included on the MINURSO identification list. This pre-registration exercise is ongoing, and UNHCR foresees that when the exercise is completed as scheduled on 31 May 2000, the cumulative figure of all refugees pre-registered in the camps will be 130,000. UNHCR also estimates that some 25,000 refugees will represent the residual caseload, or those who belong to the group of "non-voters" residing in the camps. The planning figure of 155,000 will be further adjusted according to the final results of the registration exercise, which UNHCR will complete by 31 December 2000.
48. If bilateral donors or NGOs provide basic food assistance to the refugees in the camps during the period of this operation, WFP will reduce its commodity deliveries accordingly.



Ration

49. The basic ration for the refugee camp population will provide for approximately 2,100 Kcal per person per day and is consistent with WFP/UNHCR guidelines.

Commodity	Grams per person per day
Cereals	450
Pulses	60
Vegetable oil	25
Sugar	30
Iodized salt	5

50. For diversification of the ration, the cereal component will include wheat flour and rice and the pulses will include beans and lentils.

Institutional Arrangements and Selection of Partners

51. The proposed refugee operation is in line with the WFP/UNHCR Memorandum of Understanding, and its elements will be reflected in the Letter of Understanding to be signed with the Government of Algeria upon approval of this operation. WFP will supply the basic food items to the targeted refugee population while UNHCR and the involved NGOs will provide complementary food items, as necessary. Through its implementing partners, UNHCR will also ensure the well-being of the camp population by providing water services, environmental sanitation, fuel, education services and protection.
52. The Government of Algeria is managing overall relief activities for the Saharawi refugees near Tindouf. The Ministry of Foreign Affairs is responsible for all policy matters regarding the roles and contributions of the various donors and United Nations agencies. The Algerian Red Crescent has been designated as the main implementing partner, taking charge of logistics operations and involving itself in needs assessment and monitoring activities. At the camp level, ARC works closely with the Saharawi Red Crescent.
53. A number of bilateral donors have been providing much of the relief assistance during the past five years. This assistance—consisting of basic food commodities, supplementary food and non-food items—is channelled through European NGOs implementing special health and nutrition programmes. At the time of preparation of this PRRO, there was no information available regarding the level of bilateral commitments for 2000 and beyond.
54. In order to enhance cooperation mechanisms among all partners, a food aid coordination committee has been set up. The committee is composed of representatives from the Government of Algeria, the Algerian Red Crescent, WFP, UNHCR and bilateral donors. The committee is chaired by the WFP Country Director and convenes once every month. It reviews the commodity pipeline and the position of stocks and verifies distribution reports. The committee is also a forum for concerned partners to review implementation of relief activities and exchange information on forthcoming contributions and projects.
55. A food aid coordination committee has also been established at Tindouf. It is chaired by UNHCR and includes representatives from WFP, ARC, SRC and NGOs. Its main tasks are to establish the monthly distribution plans and review the distribution and monitoring



report. The local committee meets every month a few days before the meeting of the coordination committee in the capital.

Capacity-building

56. WFP will assist the Algerian Red Crescent in its efforts at capacity-building through training in food logistics management, food distribution, monitoring and reporting. WFP will organize two training workshops in food logistics and store management for the local staff of ARC and their counterparts in the camps. Relevant subject manuals will be incorporated into the training programmes. In addition, WFP, in cooperation with UNHCR, will arrange for special training workshops in monitoring and reporting for counterparts and concerned staff in the camps.

Logistics Arrangements

57. WFP food commodities will be delivered at the port of Oran in Algeria. The Algerian Red Crescent takes delivery of food consignments on behalf of the Government and arranges transportation by trucks to the EDP at the central warehouse in Rabouni, near the refugee camps. ARC has demonstrated its capacity to handle WFP commodities as well as consignments from other donors and to ensure timely delivery to the EDP at competitive costs and with minimal losses.
58. The Algerian Red Crescent has recently opened an office in Tindouf, and in cooperation with WFP it will be directly involved in the management of warehouses at the EDP. ARC will also cooperate with UNHCR and the local authorities concerned to ensure prompt and timely transport of food aid from the central warehouses to the FDPs at the camp level. WFP is requesting US\$50,000 to undertake repairs and improvements of the existing EDP storage and for the provision of warehouse equipment.

Monitoring and Evaluation (M&E)

59. WFP country office staff will consist of two international staff members and three national staff members. Their tasks will include monitoring project execution and achievements. Special attention will be given to the monitoring of food aid deliveries from all sources with the installation of a wider tracking system of commodity deliveries and distributions. Particular attention will be given also to the movement of WFP commodities within the current pattern of generalized food distributions and consolidated reporting used by the implementing partners.
60. A WFP officer based in Tindouf will liaise with the two UNHCR officers in charge of monitoring the operation in the camps.
61. The WFP country office in Algiers will ensure improved monitoring and reporting from implementing partners. The newly designed reporting format will focus on the movement of WFP commodities and those of bilateral donors and NGOs, and the conformity of food distributions and reporting to the agreed-upon levels and target beneficiaries, broken down by age group and gender. Nutrition and health indicators will be obtained from the health centres, and nutrition surveys will be provided by two European NGOs, namely CISP and Medico International (MI). The role of women and their involvement in food management, as well as changes in beneficiary numbers and random verification of commodity receipts at the household level, will be closely monitored through a regular WFP and UNHCR staff presence during the distribution cycle, using beneficiary contact monitoring.



62. Monitoring of project implementation will be reported at the end of every month. The report will include information on the:
- reception of commodities at the port of Oran and the Rabouni EDP, segregating WFP commodities from others;
 - quantities of food distributed, differentiating between WFP and other commodities;
 - number of beneficiaries, by age group and gender;
 - energy/caloric value of the average ration distributed, compared with the planned standard;
 - nutritional and health status of the most vulnerable groups, based on health centre records;
 - participation of women in training in food management; and
 - involvement of women on food and other committees and in camp management and decision-making.

Security Measures

63. Due to the political turmoil that has been going on in Algeria for the last ten years, the country is now considered at United Nations Security Phase 3. The United Nations international presence is limited to essential staff. International staff in Algiers reside in a single hotel and work on common premises. Staff movements are restricted to official activities. A full-time Field Security Officer (FSO) supports the staff and monitors developments. All heads of agencies are members of the Security Management Team headed by the Resident Coordinator. No staff family members are allowed in the country. This situation has been a limiting factor to the presence of the United Nations in the country. The annual security budget for WFP is estimated at US\$18,000, including WFP's share of the FSO salary, common security equipment and other requirements.

Exit Strategy

64. The only feasible exit strategy for this PRRO is the final resolution of the Saharawi question and the eventual repatriation and reintegration of the refugees. WFP has planned to assist the refugees during repatriation and in their rehabilitation after reintegration in Western Sahara.

Contingency Mechanism

65. The uncertainties surrounding the repatriation and its time frame have been a perpetual cause of difficulty for planning humanitarian assistance. This two-year operation will provide a more stable care and maintenance programme of food assistance in the refugee camps. WFP, in close coordination with MINURSO and UNHCR, will monitor political developments in order to be ready for the refugees' eventual repatriation. In the event of repatriation, food commodities from this operation will be transferred to the repatriation programme, as agreed upon with the Government of Algeria and in accordance with the WFP principle that food should follow refugees. A repatriation assistance emergency operation (EMOP) can be put in place rapidly, based on the contingency planning EMOP that was prepared in 1997 in anticipation of the refugees' repatriation at that time.



BUDGET PROPOSAL AND INPUT REQUIREMENTS

66. Details are provided in Annexes I and II.

RECOMMENDATION

67. This protracted relief and recovery operation is recommended for approval by the Executive Board, within the budget provided in Annexes I and II.



ANNEX I

PROJECT COST BREAKDOWN

	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Wheat flour	45 260	183	8 274 200
– Rice	5 658	230	1 301 340
– Lentils	3 395	375	1 273 126
– Beans	3 395	375	1 273 126
– Vegetable oil	2 829	600	1 807 400
– Sugar	3 395	240	814 800
– Iodized salt	566	160	90 500
Total commodities	64 498	325	14 724 550
External transport		70.45	4 544 020
ITSH		91.35	5 891 892
Total LTSH		91.35	5 891 892
Other direct operational costs		0.95	61 000
Total direct operational costs			25 221 462
B. Direct support costs (see Annex II for details)			
Total direct costs			618 500
C. Indirect support costs (7.8 percent of total direct costs)			
Total indirect support costs			2 015 517
TOTAL WFP COSTS			
TOTAL WFP COSTS			27 855 479

¹ This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



ANNEX II

DIRECT SUPPORT REQUIREMENTS (<i>dollars</i>)
--

Staff costs

International (P-2)	200 000
United Nations volunteers	48 000
Local staff and temporaries	150 000
Subtotal	308 000

Technical support services and training

Project preparation	2 500
Project monitoring and evaluation	2 500
Training	2 000
Subtotal	7 000

Travel and DSA

Blanket	25 000
In-country	15 000
Subtotal	40 000

Office expenses

Rental of facility	24 000
Communications	50 000
Office supplies	3 000
Equipment repair and maintenance	4 000
Subtotal	81 000

Vehicle operations

Fuel and maintenance	20 000
Subtotal	20 000

Equipment

Vehicles	15 000
Communications equipment	3 000
Computer equipment	4 500
Furniture and equipment	5 000
Subtotal	27 500

Other

Advocacy	5 000
Security	36 000
Public affairs and media	4 000
Subtotal	45 000

TOTAL DIRECT SUPPORT COSTS	618 500
-----------------------------------	----------------



ANNEX III

PREVIOUS WFP ASSISTANCE TO SAHARAWI REFUGEES IN ALGERIA (January 1987-August 2000)

Project Number	Beneficiaries	Start date	End date	Duration	WFP total cost (US dollars)	WFP food cost (US dollars)	Food (tons)	
Summary information								
EMOP	70 800 (men)	01/01/1987	23/11/1989	3 years	6 418 716	5 175 677	17 074	
PRO/ PRRO	76 900	01/01/1990	30/08/2000	11 years	47 034 592	29 392 772	94 393	
Total	74 867			14 years	53 453 308	34 568 449	111 467	
Project information								
EMOP	3181.00	57 000	01/01/1987	30/06/1987	6 months	1 087 384	1 040 572	2 707
	3181.01	57 000	01/01/1998	30/06/1988	6 months	1 183 400	977 867	2 697
	3181.02	80 000	25/05/1988	24/11/1988	6 months	1 537 051	1 197 077	5 138
	3848.00	80 000	11/09/1988	05/08/1989	6 months	1 519 895	1 195 091	3 642
	3848.01	80 000	24/05/1989	23/11/1989	6 months	1 090 986	765 070	2 890
PRO	4155.00	80 000	01/01/1990	31/12/1990	12 months	3 565 366	2 783 315	10 589
	4155.01	80 000	01/01/1991	31/12/1991	12 months	3 718 241	2 528 058	8 502
	4155.02	80 000	01/01/1992	31/12/1992	12 months	3 671 744	2 931 890	4 147
	4155.03	80 000	01/01/1993	31/12/1993	12 months	8 095 527	6 187 508	10 437
	4155.04	80 000	01/01/1994	31/12/1994	12 months	3 874 053	2 134 971	9 804
	4155.05	80 000	01/01/1995	31/12/1995	12 months	4 613 946	2 612 283	9 985
	4155.06	80 000	01/01/1996	31/12/1996	12 months	6 105 225	3 183 012	11 305
	4155.07	49 000	01/01/1997	30/06/1998	18 months	3 140 379	1 683 120	6 445
	4155.08	80 000	10/01/1998	31/03/1999	6 months	4 435 603	2 357 720	8 928
PRRO	6099.00	80 000	01/04/1999	30/08/2000	17 months	5 814 508	2 990 895	14 251

