

## Protracted Relief and Recovery Operation, Nepal – 200787

<b>Title: Food Assistance to Refugees from Bhutan in Nepal</b>	
Number of beneficiaries	<b>23,500</b>
Duration of project (starting date – end date)	<b>1 January 2015 – 31 December 2017</b>
Gender Marker Code * <sup>1</sup>	
WFP food tonnage	<b>7,983</b>

\* For the coding criteria, refer to

<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>.

<b>Cost (United States dollars)</b>	
Food and Related Costs	4,727,152
Cash and Vouchers and Related Costs	1,508,928
Capacity Development & Augmentation	-
DSC	1,518,440
ISC	542,817
<b>Total cost to WFP</b>	<b>8,297,337</b>

### EXECUTIVE SUMMARY

1. As a consequence of revised citizenship laws enacted by the Government of Bhutan in the 1980s, Bhutanese asylum seekers fled to Nepal in the early 1990s. The Bhutanese refugees are the decedents of Nepalese people that migrated to Bhutan between the 1870s and 1940s. In 1985, after the renouncement of earlier citizenship laws granted to this group of people, they were forced to leave Bhutan.
2. In 1993, the governments of Nepal and Bhutan initiated negotiations to find solutions for the Bhutanese refugees living in Nepal. Finally in 2007, the Government of Nepal agreed to third-country resettlement as a durable solution. As of August 2014, over 92,000 refugees have been resettled to eight countries, while some 23,500 people are still in in two camps in Jhapa and Morang districts located in the eastern plains region of Nepal. According to the latest resettlement trends, it is expected that each year 20% of the remaining refugees will resettle, and a final caseload of 10,000-15,000 will remain once the resettlement exercise concludes.

<sup>1</sup> See WFP Gender Marker Guide, [http://pgm.wfp.org/index.php/Topics:Gender\\_Marker](http://pgm.wfp.org/index.php/Topics:Gender_Marker).

- 
3. Since 1992, WFP has provided food assistance under a series of emergency and protracted relief operations at the request of the Government of Nepal. As refugees are not permitted to participate in viable agriculture or economic activities, they have been dependent on external assistance as their primary source of food since then.
  4. The overall goal of this protracted relief and recovery operation (PRRO) is to save lives and protect livelihoods of the refugee population by providing secure access to food, improving the nutritional status of refugees and enabling them to acquire skills that will improve self-reliance. The PRRO will contribute to WFP's Strategic Objective (SO) 1 and Millennium Development Goal 1, and is in line with the Zero Hunger Challenge.
  5. Following recommendations from the 2014 JAM and the market surveys of 2012 and 2014, WFP will continue to provide full food rations to the refugees while monitoring the market prices with the intention of switching to a market-based response from the third year of operation, when the refugee population will stabilize. Furthermore, in order to stabilize or reduce undernutrition, children aged 6-59 months, pregnant and lactating women (PLW), people living with HIV/AIDS (PLWHA) and tuberculosis (TB) clients will receive additional nutrition support.
  6. This document has been prepared in consultation with the Government, UNHCR and other stakeholders, including the beneficiaries' representatives. The proposed programmes build on WFP's previous operations, lessons learned from the monitoring activities, the recommendations of the JAM 2012 and 2014, market assessments done in 2012 and 2014, and a nutrition survey carried out in 2013.



---

## SITUATION ANALYSIS

### Context

7. As a consequence of revised citizenship laws enacted by the Government of Bhutan in the 1980s, Bhutanese asylum seekers fled to Nepal in the early 1990s. The Bhutanese refugees are the decedents of Nepalese people that migrated to Bhutan between the 1870s and 1940s. This specific group became southern Bhutanese of Nepali origin. In 1985, after the renouncement of earlier citizenship laws granted to this group of people, they were forced to leave Bhutan.
8. The Government of Nepal established seven camps in the south-eastern part of Nepal to accommodate more than 100,000 refugees, provide security, and facilitate delivery of humanitarian assistance. At the request of the Government, WFP began providing assistance to the refugees in 1992.
9. Nepal is neither a signatory to the 1951 Geneva Conventions nor the 1967 Protocols relating to the status of refugees; refugees are considered foreigners without political rights. Although the Government has been supportive of programmes to improve the lives of the refugees, it does not allow them to engage in economic activities or own property, and employment outside the camps is officially forbidden. Some refugees enter the local market informally, in certain cases with lower wages than the local community members, and are afforded no legal protection.
10. In 1993, the governments of Nepal and Bhutan initiated negotiations to find solutions for the Bhutanese refugees living in Nepal. Finally in 2007, the Government of Nepal agreed to third country resettlement as a durable solution. As of August 2014, over 92,000 refugees have been resettled to eight countries, including Australia, Canada, Denmark, the Netherlands, New Zealand, Norway, the United Kingdom and the United States of America.
11. The changes brought about by resettlement have had significant impacts on the refugee community. In 2010, the remaining refugees were consolidated in two camps. This has provided easier access to camp services, but also limited space for the remaining refugees. As of August 2014, there are 23,500 refugees living in camps. According to the latest resettlement trends, it is expected that each year 20% of the remaining refugees will resettle, and a final caseload of 10,000-15,000 will remain once the resettlement exercise concludes.
12. The resettlement process has also exacerbated a number of protection concerns among the refugee population, including domestic violence, family conflict, and substance abuse.<sup>2</sup> Reported cases of domestic violence rose by 95% between 2012 and 2013, despite a declining refugee population. Female non-refugee spouses are particularly vulnerable. Although they live with their refugee husband and children in the camps, their non-status means they are not entitled to receive assistance, and they may delay the resettlement process; this in some cases leads to domestic violence, separation and unprecedented rates of divorce.<sup>3</sup> Substance abuse and alcoholism is on the rise, facilitated by increased remittances from family members who have resettled. Substance abuse and alcoholism is directly linked to higher rates of domestic violence.

---

<sup>2</sup> UNHCR and WFP, 2014, Joint Assessment Mission Report: Assistance to the Refugees from Bhutan in Nepal.

<sup>3</sup> WFP, 2013, WFP Refugee Operation: A Comprehensive Impact Case Study.

- 
13. Nepal is amongst the poorest countries in the world and currently ranks 145<sup>th</sup> out of 187 countries on the Human Development Index<sup>4</sup>. 24 percent of Nepal's population of 28 million lives on less than US\$ 1 per day, and 30 percent live below the national poverty line. While there has been substantial progress in health indicators, both chronic and acute undernutrition remains very high.
  14. The areas where the refugees are hosted are relatively better off, with a HDI of 0.513 and 0.518 compared to a national average of 0.458<sup>5</sup>. Nevertheless, 31.4 percent per cent of children under 5 are stunted, 10.3 per cent are wasted, and 49.5 per cent are anaemic – more than the national anaemia prevalence of 46.2 per cent.
  15. Gender and caste discrimination are key determinants of poverty. Women and girls are among the most marginalized groups in Nepal, with lower levels of education, limited access to land and credit, less voice in decision-making and considerably less economic independence.

### **The Food Security and Nutrition Situation**

16. The Bhutanese refugees currently reside in two camps in Jhapa and Morang districts located in the eastern plains region of Nepal (see map below). Although high rates of poverty, gender-disparity and political instability are prevalent in this region, the plains are more food-secure when compared to other regions of Nepal due to the geographic location and fertile agricultural land. Jhapa and Morang districts are consistently classified as minimally food insecure by the Nepal food security monitoring system.<sup>6</sup>

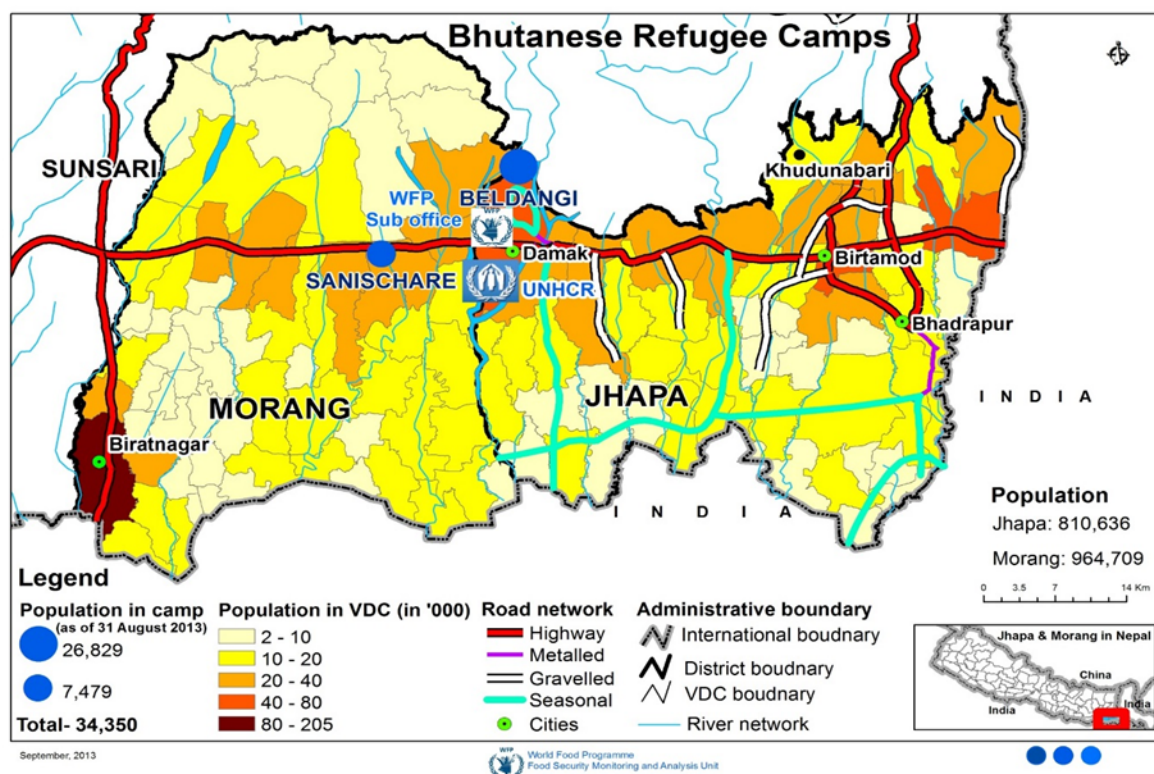
*Map 1: Geographical location of the refugees camps in Nepal*

---

<sup>4</sup> United Nations Development Programme (UNDP) 2014, Human Development Report 2014, , Nepal

<sup>5</sup> UNDP, 2014.

<sup>6</sup> Nepal food security monitoring system: <http://neksap.org.np/>



17. Due to the laws of the Government of Nepal, refugees do not have any access to land for agriculture production, are not allowed to own animals or to access any legal employment opportunities that would allow self-reliance, other than small-scale in-camp gardening activities. The camps' population density is high with minimal space for cultivation. Therefore, the refugees continue to depend almost completely on humanitarian assistance as their primary source of food.
18. The overall health, nutrition and food security of the refugees continues to be satisfactory and stable mainly due to the assistance provided by humanitarian agencies since 1992.<sup>7</sup> In September 2013, a nutrition survey conducted by UNHCR, WFP and its partners reported a global acute malnutrition (GAM) rate of 4.7 per cent,<sup>8</sup> stunting at 18 per cent, and underweight at 15.3 per cent; there are no significant differences based on gender. Anaemia among children under five continues to be an issue among people residing in camps, despite a reduction in rates from 43.3 percent in 2008 to 29.9 percent in 2013<sup>9</sup>. Children 6 to 23 months are the most affected, with anaemia at 50.8 percent. Overall, 98 percent of refugee households have acceptable food consumption.<sup>10</sup>
19. The on-going resettlement will necessarily impact the food security of the remaining people in the camps. Some of the possible effects include fewer volunteers, less customers for the shops in the camps but also less competition, more remittances, more job opportunities, and higher concentration of vulnerable people.

<sup>7</sup> UNHCR and WFP, 2014.

<sup>8</sup> UNHCR 2013, Nutrition survey, Bhutanese refugee camps.

<sup>9</sup> UNHCR, 2013

<sup>10</sup> WFP, 2013, Post-distribution monitoring Report.

---

## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT(S) AND OTHERS**

### **Policies, Capacities and Actions of the Government(s)\***

20. The Ministry of Home Affairs is the main government counterpart responsible for the coordination of refugee programmes in Nepal, through the National Unit for the Coordination of Refugee Affairs (NUCRA) at the central level and the Refugee Coordination Unit (RCU) at the district level. At the operational level, a camp supervisor and an assistant of the RCU are posted in each camp and are responsible for security matters, the movement of refugees, and coordinating the work of the United Nations and non-governmental organizations (NGO).

### **Policies, Capacities and Actions of other Major Actors**

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

### **Coordination**

22. UNHCR is responsible for the overall coordination of refugee assistance programmes. Regular inter-agency coordination meetings involving WFP, UNHCR, the International Organization for Migration (IOM), government counterparts and NGOs are held at both central and field level.
23. WFP and UNHCR carry out joint assessment missions (JAM) every two to three years, in addition to their collaboration with the Center for Disease Control and Prevention (CDC) and other organizations for regular nutrition surveys. UNHCR and WFP implement a Joint Action Plan based on the recommendations of the 2014 JAM.

---

## **OBJECTIVES OF WFP ASSISTANCE**

24. The overall goal of this protracted relief and recovery operation (PRRO) is to save lives and protect livelihoods of the refugee population by providing secure access to food and maintaining the good nutritional status of refugees. The PRRO will contribute to WFP's Strategic Objective (SO) 1 and Millennium Development Goal 1, and is in line with the Zero Hunger Challenge.
25. At the same time, WFP will continue supporting the preparation of development plans of host communities, while gradually phasing out all other interventions currently ongoing.
26. More specifically, WFP's assistance will be used to save lives and protect livelihoods in emergencies (SO1), specifically to:
  - (a) Stabilize or reduce undernutrition among children aged 6-59 months, pregnant and lactating women (PLW), people living with HIV/AIDS (PLWHA) and tuberculosis (TB) clients (SO1.1)
  - (b) Stabilize or improve food consumption over the assistance period for targeted households and individuals (SO1.2)

**Nature and Effectiveness of Food Security-Related Assistance to Date**

27. Since 1992, WFP has provided food assistance under a series of emergency and protracted relief operations at the request of the Government of Nepal. As refugees are not permitted to participate in viable agriculture or economic activities, they have been dependent on external assistance as their primary source of food.
28. Under-five mortality and acute malnutrition rates indicate that the overall health and nutritional status among the refugees is satisfactory. In view of the good nutrition and enrollment rates<sup>11</sup>, a school feeding programme continues to be not indicated. The refugees are generally satisfied with their food rations; however, families with adolescent children, as well as mixed marriages, continually claim the ration does not fully meet their household needs.
29. Among the families with a source of income, cash or the barter system is often used to supplement the diet with additional rice and other commodities from local markets. As remittances continue with resettlement, such purchases will likely increase.
30. Reclamation gardening projects using plots made vacant by resettlement, provide an alternate means of supplementing micronutrient intake and diversifying the diet; however, production levels are generally limited due to low land available within the consolidated camp boundaries and lack of agricultural inputs.

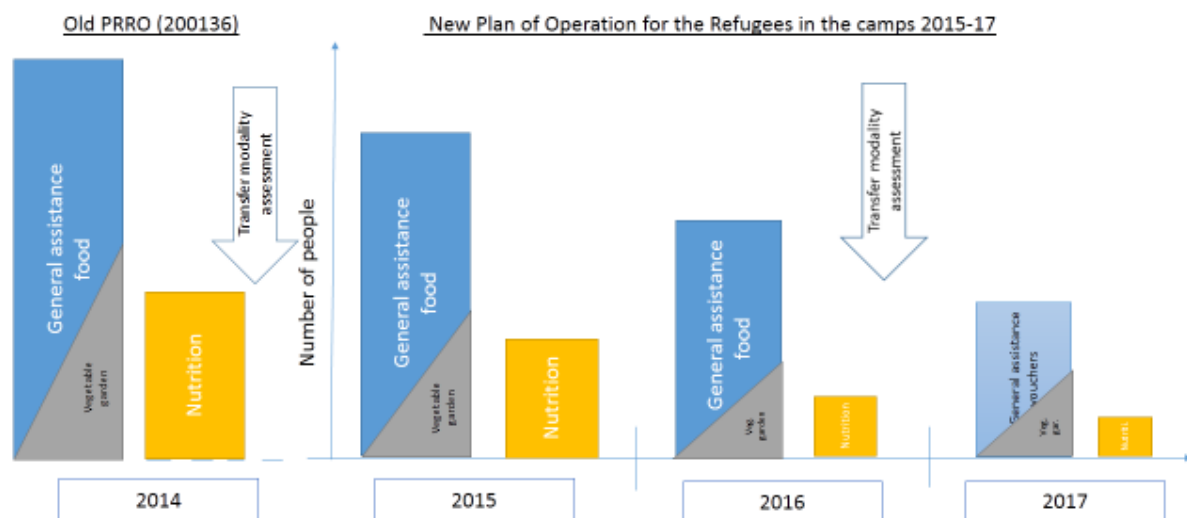
**Strategy Outline**

31. WFP's PRRO strategy is to continue supporting the remaining refugees through two key interventions: general food assistance, and nutrition support. This strategy has been captured in diagram 1, below.

*Diagram 1. Plan of Operation 2015-2017*

---

<sup>11</sup> Free education is provided to all refugee children up to grade 10 within the refugee camps.



32. *General food assistance:* Following recommendations from the 2014 JAM, WFP will continue to provide full food rations to the refugees. Although many refugees do receive remittances, they are reluctant to disclose the quantity or frequency, as they fear this will affect their entitlements. In any case, remittances are an erratic and unreliable source of income, and therefore cannot be considered as a predictable safety net.
33. There has been repeated concern expressed by refugees that assistance and services will be reduced in the camps as resettlement continues and the residual population declines.<sup>12</sup> Continuing to provide reliable food assistance may help reduce these fears and alleviate resulting tension within the households.
34. Following the recommendations of the JAM, UNHCR and WFP will continue to advocate with the government to include vulnerable non-refugee spouses in food distributions, on a case-by-case basis. This will ease food sharing, and may help reduce cases of domestic violence in mixed marriages.
35. WFP and UNHCR conducted a transfer modality assessment in March 2014 to determine the feasibility of switching to cash or vouchers. Findings indicated that there were challenges of price volatility; gender-based violence; alcohol and substance abuse; and low beneficiary and government acceptance for a market-based response and therefore it was concluded that it would not be appropriate to switch modality at this time<sup>13</sup>. However, given that the markets are functioning well in the area; that the refugee population have good physical access to the markets; that the number of refugees is declining fast, hence the comparative advantages related to buy large quantities of food is declining; and that UNHCR, WFP and their partners have already started sensitization campaigns, the possibility of a move to commodity or cash vouchers in the project period is envisaged since the programme design and level of

<sup>12</sup> WFP and UNHCR, 2014.

<sup>13</sup> WFP and UNHCR, 2014.



control that vouchers allow would enable WFP to mitigate problems related with misuse of cash. This is however subject to the results of a new market assessment planned for 2016 and additional cost-effectiveness analysis that will include food consumption and dietary diversity scores. Furthermore, additional researches will be needed on the availability of the markets to supply a sufficiently nutritious and diverse diet for the particularly vulnerable groups benefiting from the nutrition programmes, which at the moment are forecasted to continue with the in-kind modality for the duration of the whole project period.

36. The general food distribution will be complemented with projects like reclamation gardening for vegetable production to provide an opportunity for enhancing self-reliance while increasing dietary diversification in the camps by accessing fresh vegetables and fruits.
37. *Nutrition support:* The nutrition support will aim to prevent different forms of malnutrition among the following vulnerable groups: pregnant and lactating women (PLW); children aged 6-59 months; and people living with HIV/AIDS (PLWHA) and tuberculosis (TB) clients.
38. In particular, WFP's nutrition interventions will include:
  - Blanket take-home rations of supplementary food<sup>14</sup> for all PLW, PLWHA and TB clients consisting of Supercereal and vegetable oil to prevent acute malnutrition among PLW and to decrease default rates of PLWHA and TB clients from antiretroviral therapy and TB-DOTS treatment
  - Micronutrient powders to address micronutrient deficiencies among all children 6-59 months;
  - A comprehensive strategy to improve infant and young child feeding (IYCF) practices, targeting predominantly adolescent males and females and young mothers and using multiple channels (individual counselling, mother support groups, messaging).
39. Activities aimed at influencing behavioral change will be a key component of the nutrition interventions and will rely on varied and tested information, education and communication (IEC) materials, including comic books, and theatre shows. These will include messages to raise awareness on prevalent protection concerns, including domestic violence, substance and alcohol abuse, and importance of education for resettling children. When appropriate, message will be targeted and tailored according to gender roles.
40. In addition to providing assistance for refugees, WFP will continue to support the preparation of the development plans of *host communities*. In particular, WFP will support the development of village development committee (VDC) and district development plans, as well as the Local Plan of Action for Adaptation (LAPA). Referring to these plans, WFP will discuss with the Government about the need to support food security-related development programmes of host communities, especially in the areas where WFP has a comparative advantage such as infrastructure development to enhance resilience to climatic shocks; or nutrition awareness through behavioral change campaigns. Furthermore, WFP is already supporting district food security networks in Jhapa and Morang through the Nepal food security monitoring

---

<sup>14</sup> The purpose of the blanket supplementary feeding is to prevent nutritional deterioration in vulnerable populations and supplement a diet that for many refugees include only the food received through the general food assistance. In particular, global evidences suggest that PLW have higher nutritional requirements than women of the same age. Also it is proven that PLWHA and TB clients, about 100 cases in the camps, have greater nutritional needs and that take-home rations will help decrease default rates from their therapy/treatment.

system (NeKSAP). All the other activities currently ongoing will be gradually phased out.

41. Through inclusive targeting of the hosting communities, WFP aims at promoting a healthy refugee-host community relationship. Avoiding refugee-only projects in an area with its own challenges helps to reduce the burden of hosting on the local community, alleviates jealousy over refugee-focused assistance, access to services, and entitlement to resettle abroad, and promotes social cohesion among the two groups.
42. As part of WFP's commitment to integrating protection in its operations, a comprehensive protection programme review was conducted in 2013. Later that same year, a specific study on the impact of GFD on refugee protection was completed. The findings and recommendations of these reviews, particularly those that relate to the specific vulnerabilities of women and girls, men and boys, have been reflected in the design of this programme.

### Hand-Over Strategy

43. WFP, UNHCR, IOM and other implementing partners continue to work closely under the guidance of the Government of Nepal to determine the future of the camps as the refugee population decreases. Future activities and the beneficiary population to be targeted will be determined through an inter-agency assessment and approved by the Government of Nepal.
44. A final caseload of some 10,000-15,000 refugees is predicted to remain after the group third-country resettlement programme concludes, either because they did not express interest in resettlement, or because they are not eligible for it. WFP remains committed to meeting the assessed food needs of this group, while supporting UNHCR in advocating for a durable solution that is acceptable to all.

## BENEFICIARIES AND TARGETING

45. The PRRO will provide general food assistance to a predicted 23,500 refugees in 2015; 19,100 refugees in 2016; and 15,290 in 2017 (see Table 1). These figures are based on IOM and UNHCR expected resettlement cases, expression of interest for resettlement submitted by the refugees, camp statistics and population growth rate.

**Table 1. Camp Statistics and Projected Refugee Beneficiaries by Programme 2015 – 2017**

Camp Name	Registered Population (Sept 2014)	Ration Receiving Population					
		2015		2016		2017	
		GFD	Nutrition	GFD	Nutrition	Market Based Response	Nutrition
Beldangi	19,341	18,602	2,216	15,119	1,773	12,103	1,418
Sanischare	4,964	4,898	584	3,981	467	3,187	374
Total	24,305	23,500 <sup>15</sup>	2,800	19,100	2,240	15,290	1,792

<sup>15</sup> Of these, 11,280 are female while 12,220 are male.

46. UNHCR lists provide official figures of total registered refugees from Bhutan; however not all registered refugees live in camps. WFP conducts a physical verification exercise in the camps each year in order to update records of refugees residing in the camps and reissue ration cards. WFP receives weekly reports from UNHCR regarding changes in the database census information, reflecting changes such as birth, death, resettlement, transfers and marriages. Together with its implementing partners, food distribution lists are regularly updated and ration cards are collected and/or amended prior to household departure.
47. The following groups will be given specific attention in consideration of their additional nutritional needs: children 6 to 59 months, pregnant and lactating women, people living with HIV/AIDS and TB clients. In addition to general food rations, additional supplementary rations of food will also be provided to PLW, PLWHA and TB clients.
48. People living with HIV/AIDS as well as TB clients will be identified through health centres run by AMDA. In order to avoid stigma, particularly as refugees may be concerned about their eligibility for resettlement based on their health status, supplementary rations will be discreetly distributed when clients receive care at health centres.

**Table 2: Beneficiaries by Activity**

Activity	Boys/Men	Girls/Women	Total
General Food Assistance	12,220	11,280	23,500
Nutrition	1,216	1,584	2,800
<b>Market-based Response</b>	<b>7,950</b>	<b>7,340</b>	<b>15,290</b>
<b>Total</b>	<b>12,220</b>	<b>11,280</b>	<b>23,500</b>

*There is an overlap of 2,800 beneficiaries receiving supplementary food in addition to the general food ration. The total of 23,500 beneficiaries reflects the total number of general and supplementary food distribution including beneficiaries assisted over the project phase under Market-based Response.*

## NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS

49. The general food ration for the Bhutanese refugees will provide 2,167 kcal/person/day and it will fulfill the average minimum daily energy requirement, as per WHO guidelines. The ration will include: rice, Supercereal, pulses (dried split peas and chickpeas), fortified vegetable or palm oil, sugar and iodized salt. The food ration is line with the food consumption habit of the refugee population. It will be distributed on a fortnightly basis.
50. In addition, a supplementary feeding programme will continue to provide weekly take-home, pre-mixed dry rations of Supercereal and vegetable oil to PLW, PLWHA and TB clients to prevent acute malnutrition among PLW and to decrease default rates of PLWHA and TB clients from antiretroviral therapy and TB-DOTS treatment.
51. To reduce iron deficiency anaemia and to address micro-nutrient deficiencies among refugee children, AMDA will continue to distribute MNP to all children 6 to 59 months.
52. The following table provides a breakdown of daily rations for each food commodity distributed under general and supplementary food distribution.

**Table 3: Breakdown of food ration per modality**

	General Food Distribution	Supplementary feeding		Micronutrient Supplementation
		PLW	PLWHA and	Children 6 to 59

			<b>TB clients</b>	<b>months</b>
Rice	400			
Pulses	90			
Vegetable Oil	25	10	10	
Supercereal	35	95	95	
Sugar	10			
Salt	5			
Micro Nutrient Powder				0.5
<b>TOTAL</b>				
<b>Total kcal/day</b>	<b>2,167</b>	<b>445</b>	<b>445</b>	<b>0</b>
% kcal from protein <sup>16</sup>	<b>9.9</b>	<b>13.8</b>	<b>13.8</b>	<b>0</b>
% kcal from fat	<b>13.3</b>	<b>31.3</b>	<b>31.3</b>	<b>0</b>
Number of feeding days per year or per month (as applicable)	365	365	365	365
Market-based Response (MBR) (US\$/person/day)*	0.25			

\*the MBR value is calculated based on the price of food in the local market assessed during the 2014 market assessment.

53. There are no significant barriers to food preparation and storage at the household level. UNHCR has been providing briquettes, or more recently has started piloting the use of cash to purchase readily available cooking fuel, as well as cooking utensils. Safe drinking water is accessible in both camps.

54. A transfer modality assessment conducted in March 2014 shows that markets in Jhapa and Morang districts are well developed and are major trade centres for the eastern plains and hills and neighboring India. Jhapa and Morang are among the most food secure districts in Nepal. Local and regional production and supply are sufficient for most food and non-food items provided in the package of humanitarian assistance (except, notably, fortified vegetable oil, and fortified blended foods and briquettes).

**Table 4: Total Food/Cash and Voucher Requirements by Activity (in mt or US\$)**

<b>Commodity Type / Cash &amp; voucher</b>	<b>GFD</b>	<b>SFP</b>	<b>Malnutrition Prevention</b>	<b>Total (mt or US\$)</b>
--	------------	------------	--------------------------------	---------------------------

<sup>16</sup> A GFD ration should provide a basket of food commodities that covers the 'recommended mean daily per capita nutrient intake' (WHO, 1995). The GFD ration should therefore provide 10 to 12 percent of its Kcal (energy) from protein and at least 17 percent from fat (Food and Nutrition Handbook. Page 65, table 8.1).

Rice	5,618 (mt)			5,618 (mt)
Pulses	1,264 (mt)			1,264 (mt)
Vegetable Oil	351 (mt)	5 (mt)		356 (mt)
Supercereal	492 (mt)	42 (mt)		534 (mt)
Sugar	140 (mt)			140 (mt)
Salt	70 (mt)			70 (mt)
MNP			0.83	0.83 (mt)
Cash/voucher (US\$)	1,300,800			1,300,800
<b>TOTAL</b>	<b>7,935</b>	<b>47</b>	<b>0.83</b>	<b>7,983</b>

## IMPLEMENTATION ARRANGEMENTS

### Participation

55. Refugees are actively involved in camp management and the delivery of assistance. Every year, refugees elect representatives to the camp management committee (CMC), including camp secretary and deputy, sector heads and sub-sector heads, coordinators for the community watchmen team, and gender focal points. There are six committees focused on administration, infrastructure services, food and non-food distribution, social services, health, and community mediation.
56. Representation of women and women's groups in project implementation and food distribution committees is a requirement of the programme guidelines and reinforced through orientation sessions by cooperating partners. Female representation in the CMC reaches 50 percent; whereas women comprised 40 percent of the Food Distribution Sub-Committee and 50 percent of the Food Management Sub-Committee.
57. To promote shared decision-making processes, WFP will continue to issue ration cards in women's names to support women's control of food utilization and distribution within the family. This strategy has been effective; programme monitoring reports from 2013 shows that in 71 percent of the surveyed households a female member makes decisions – either solely or jointly - on food utilisation. Where families have separated or are divorced, a separate ration card is issued in the woman's name.
58. The departure of skilled workers or volunteers continues to create challenges for the delivery of services, especially in health care and distributions, creating additional burdens particularly for female heads-of-households and elderly refugees – an increasing demographic as resettlement continues. Low volunteer rates have forced vulnerable households to occasionally pay for someone to fill their rotations.<sup>17</sup> Based on recommendations from the protection review, since 2014 cooperating partners are responsible for hiring contractors to transport food up to distribution centres.

### Partners and capacities

59. The Ministry of Home Affairs is responsible for the camps through the Refugee Coordination Unit (RCU) in Jhapa. Government-approved camp rules form the basis of camp administration. Day to day management activities are handled largely by

---

<sup>17</sup> Each households is supposed to get help in the camp activities, by “volunteering” services for the communities on a rotational basis. For more information see WFP, 2013.

---

refugees, overseen by camp supervisors; technical and logistics support is provided by UNHCR, WFP and other agencies.

60. Under the new PRRO, partners who will be managing the handling and transfer of food commodities from the Extended Delivery Points (EDPs) to the Final Delivery Points (FDPs) in the camps will be selected on a competitive basis. The selected partner will manage and monitor food distributions with the support of refugee representatives elected as part of the CMC.
61. Cooperating Partners (CPs) will continue to be responsible for managing the supplementary feeding programme, the MNP programme, conducting food basket monitoring to ensure refugees receive their entitled food ration, and leading awareness raising activities on health, nutrition, protection and gender issues.
62. WFP Nepal is using the cash transfer modality under the Country Programme and has a long experience with this modality in other operations. This experience in C&V implementation and risk mitigation would be used when the decision is taken to shift to a market-based response under this PRRO.
63. In 2013, all WFP programme staff in the Country Office and sub-offices received training on Protection in WFP Operations; Government representatives, CPs and UNHCR were also included in these workshops. As part of this training, a specific session on WFP's commitments on Protection from Sexual Exploitation and Abuse (PSEA) was conducted. WFP ensures that implementing partners' staff members understand and sign the PSEA code of conduct.
64. Awareness campaigns on sexual and gender-based violence (SGBV) in the camps are periodically carried out by UNHCR in order to strengthen the prevention strategy and improve reporting mechanisms. Lawyers from the Nepal Bar Association in Jhapa provide legal counseling and representation to victims of SGBV. Under the CMC, a Gender Focal Point provides support to victims and raises awareness of SGBV.
65. To ensure protection risks related to refugees' food security are identified and addressed, the sub-office began piloting a protection tracking tool in 2013. Based on a review in 2014, an updated tool has been created and responsibilities of partners, sub-office focal points and managers included in their terms of references.

## **Procurement**

66. The PRRO will follow the standard WFP procurement procedures (i.e. WFP procures from the most cost-effective market whether international, regional or local), taking into account delivery time and beneficiaries' preferences.
67. Market conditions and local supply chain are stable and would be able to respond to an increase in demand. Markets are well integrated and prices competitive, and physical access to markets is convenient for the refugees. However, concerns exist regarding food price volatility. Whilst price trends will continue to be monitored during the project period, an in-depth joint WFP and UNHCR market assessment is planned for 2016.

## **Logistics**

68. Commodity transportation to the EDPs in the camps is included in the cost of locally procured items. In-kind contributions arrive at Calcutta, and bear external and overland transport costs. Under this PRRO, transporters will continue to deliver commodities directly to camp warehouses at the EDPs. Partners will take over storage

and handling and oversee the distribution of food to refugee beneficiaries. WFP will continue to meet 100 percent of the landside transport, storage and handling (LTSH) costs. Food stock at the EDP and its movement from EDP to the distribution centers will be tracked by WFP using its tracking system (COMPAS).

69. WFP will pre-position 3 months of supplies of food at the EDP level when stocks are available to ensure an uninterrupted distribution of food commodities during the monsoon season.
70. WFP country and sub-office will continue to be responsible for the direct management of food distributions. WFP has been streamlining the food distribution process, promoting efficiency, transparency and cost-effectiveness in food distribution while maximizing refugee involvement.

### **Transfer Modalities**

71. WFP and UNHCR conducted a beneficiary perception survey in March 2014 to examine which transfer modality the refugee population prefers and assess whether cash or voucher transfers are a feasible option. The qualitative study was carried out through focus group discussions (FGDs), household surveys, and stakeholders' interviews conducted in the two camps.
72. When given the choice between food, cash, a food and cash combination, and vouchers, almost all FGD participants, in particular women, expressed their preference for the current transfer modality (i.e. in-kind). This view was echoed more strongly through (a non-statistically significant) household survey where the large majority of the respondents preferred the current transfer modality.
73. Based on recommendation of the JAM, WFP will collect market prices on a monthly basis, conduct a households' assessment of transfer modality preferences and start sensitize and familiarize the refugee population with this new system. WFP will also refer to lessons learned from UNHCR, which has started piloting the use of cash to the refugees instead of cooking fuel from autumn 2014.
74. WFP and UNHCR will conduct a new market assessment in 2016. Should findings support a shift in modality, then WFP will switch to a market-based response in line with the findings. The Plan of Operation will include the risk analysis and contingencies for risks factors linked to C&V management.

### **Non-Food Inputs**

75. WFP will hand-over the management of the sale of empty food bags and vegetable oil tins to the CPs. The sales of these non-food items will continue to serve as a means of generating income to support various supplementary and emergency activities within the camps. As these containers are not distributed within the camps, there is no environmental impact from discarded containers.
76. Through UNHCR activities, local communities are benefiting from the continuous repair and maintenance of drainage systems and erosion control works for the efficient evacuation of wastewater, riverbank protection against floods and forest maintenance and protection.

---

### **PERFORMANCE MONITORING**

77. The WFP sub-office will monitor the overall EDP management and food distribution. WFP will continue to carry out food-basket monitoring through CPs to ensure that food distributions are conducted in a fair and transparent manner. The CP will also monitor the consumption of blended food dry rations that are provided under the supplementary feeding programme. Monthly health and nutrition reports that highlight findings from the food-basket monitoring in addition to morbidity and mortality rates,

---

nutritional status of children under five years, statistics from supplementary feeding programmes will be prepared and submitted by the CP. In addition, as agreed in the JAM, the Sub-Office will start monitoring and collect local market prices and wage rates on a monthly basis.

78. Partners will issue a monthly situation report, which details the number of assisted refugees by location, gender and age, actual food and non-food distribution and shortfalls, and stock balances in warehouses. The WFP sub-office will prepare a monthly supply schedule and a projection of requirements, which will be consolidated by the Commodity Movement Processing and Analysis System (COMPAS) into monthly food pipeline reports for effective commodity planning and tracking. Close monitoring and regular reporting by WFP and its implementing partners have contributed to keeping post-delivery food losses at a very low level.
79. Regular food distribution, warehouse and household monitoring at the camp level will be carried out by WFP sub-office staff on a cyclical basis in order to verify proper utilization of food rations at the household level. Country office staff will undertake missions on a regular basis to support and monitor the programme activities.
80. A JAM is conducted jointly by WFP and UNHCR every two to three years will provide a regular and detailed management review and evaluation of this operation. As agreed by WFP and UNHCR, the next JAM will be undertaken in 2016.
81. WFP will continue using tablet- and web-based monitoring systems to collect the project data through partners. This method of data collection has been used in other WFP operations in Nepal and has proven to be effective and time saving. Data collected at the field level are entered on electronic XFORMS at sub-office level using the eWIN data management platform, which is directly accessible by the country office staff to generate reports. This system creates systematic data flow and standardize feedback on monitoring reports. Questionnaires for data collection are regularly updated following change in the indicators and logframe.
82. The logical framework (Annex III) provides an overview of the goals, objectives and outputs with accompanying indicators.

---

## **RISK MANAGEMENT**

83. Programmes continue to be affected by the resettlement process. Community workers within the educational, health/nutrition and development sectors need to be continually replaced. In order to mitigate this risk, WFP and its partners will continue to provide incentives for people volunteering for community works.
84. The refugees having no access to any economic and agricultural opportunities depend entirely on external assistance for survival. Any break in the food pipeline would affect the health and nutritional status as well as overall security of this population. In the past three years, this operation has never experienced a pipeline break, however, should this happen, WFP will prioritize the life-saving nutrition interventions and the assistance to the most vulnerable groups.
85. Regular monitoring of market closure/supply shortages, price inflation or fluctuations will be carried out by WFP and its partners in order to mitigate the risks associated with the market based response. WFP and its partners will ensure that gender and protection risks are properly assessed during the project implementation and that, in consultation with its partners, appropriate measures are taken to mitigate them.



## Security Risk Management

86. The overall security of the refugees is provided by the Government of Nepal, specifically the Chief District Officer (CDO), the RCU and the Armed Police Force deployed to the camps. UNHCR is responsible for handling the refugee protection casework. As required, security meetings are held between the Jhapa CDO, UNHCR and WFP to prepare for potential security threats. Refugee representatives in the CMC are informed and consulted about security issues in- and outside the camps. United Nations security protocols are in place and observed by all WFP and CP staff; the WFP sub-office in Damak is Minimum Operating Security Standards (MOSS) compliant.
87. Morang and Jhapa districts where the two refugee camps are located remain in security level II. All United Nations and CP staff are compliant with MOSS and Minimum Security Telecommunications Standards (MISTS).

---

### APPROVAL

..... Date:.....

Deputy Executive Director  
and Chief Operating Officer

*Drafted by:* [Marco Cavalcante], Head of Programme, WFP Nepal  
*Cleared by:* [Pippa Bradford], Country Office  
*Reviewed by:* [name] Regional Bureau  
*Cleared by:* [Samir Wanmali] Regional Bureau on [date]  
*Reviewed by:* [name] Regional Bureau Support (OMO)

## ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (US\$)	Value (US\$)
<i>Food Transfers</i>			
Cereals	5,618	2,227,185	
Pulses	1,264	648,419	
Oil and fats	356	385,024	
Mixed and blended food	534	397,291	
Others	211	156,137	
<b>Total Food Transfers</b>	<b>7,983</b>	<b>3,814,056</b>	
External Transport		270,038	
LTSH		302,999	
ODOC Food		340,059	
<b>Food and Related Costs <sup>18</sup></b>		<b>4,727,152</b>	
C&V Transfers		1,300,800	
C&V Related costs		208,128	
<b>Cash and Vouchers and Related Costs</b>		<b>1,508,928</b>	
<b>Capacity Development &amp; Augmentation</b>		<b>-</b>	
<i>Direct Operational Costs</i>			6,236,080
Direct support costs (see Annex I-B)			1,518,440
<b>Total Direct Project Costs</b>			<b>7,754,520</b>
Indirect support costs (7.0 percent) <sup>19</sup>			542,817
<b>TOTAL WFP COSTS</b>			<b>8,297,337</b>

<sup>18</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>19</sup> The indirect support cost rate may be amended by the Board during the project.

## ANNEX I-B

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>WFP Staff and Staff-Related</b>	
Professional staff *	261,800
General service staff **	548,600
Danger pay and local allowances	0
<b>Subtotal</b>	<b>810,400</b>
<b>Recurring and Other</b>	<b>173,647</b>
<b>Capital Equipment</b>	<b>79,910</b>
<b>Security</b>	<b>95,000</b>
<b>Travel and transportation</b>	<b>269,483</b>
<b>Assessments, Evaluations and Monitoring<sup>20</sup></b>	<b>90,000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1,518,440</b>

\* Costs to be included in this line are under the following cost elements: International Professional Staff (P1 to D2), Local Staff - National Officer, International Consultants, Local Consultants, UNV

\*\* Costs to be included in this line are under the following cost elements: International GS Staff, Local Staff - General Service, Local Staff - Temporary Assist. (SC, SSA, Other), Overtime

<sup>20</sup> Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.



**ANNEX IV - [LTSH-matrix](#)**

**ANNEX V - [Project Budget Plan](#)**

**ANNEX VI - [Project Statistics](#)**