



Ministry of Interior
Bureau for Aliens and Foreign Immigrant Affairs (BAFIA)



Joint Assessment Mission Settlement-based Refugees in Iran 8th - 19th June 2008

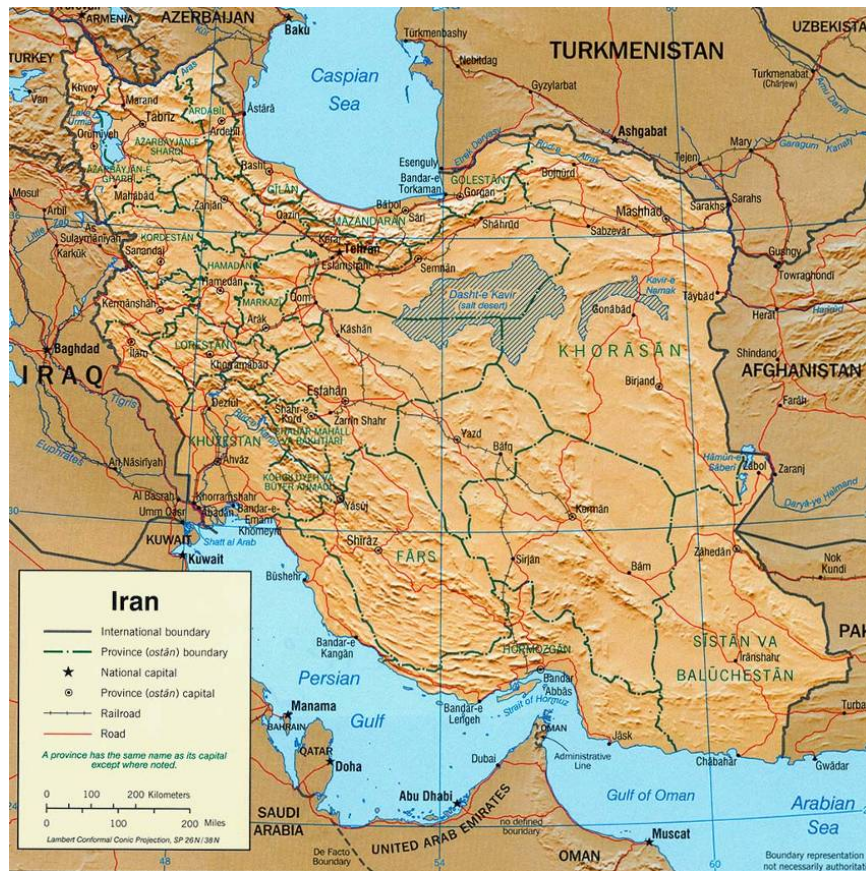


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List of Acronyms

BAFIA:	Bureau for Aliens and Foreign Immigrants Affairs
EPI:	Extended Programme for Immunization
GAP:	Gender Action Plan
GTC:	Grain Trade Company
IUD:	Intensive Unit Delivery
JAM:	Joint Assessment Mission
MOE:	Ministry of Education
MOH:	Ministry of Health
ORS:	Oral rehydration salt
PRRO:	Protracted Relief and Recovery Operation
RLs:	Rials (Iranian)
T.B:	Tuberculosis
TBA:	Traditional Birth Attendants
UNAMA:	United Nations Assistance Mission in Afghanistan
UNHCR:	United Nations High Commissioner for Refugees
UNIDO:	United Nations Industrial Development Organization
WFP:	World Food Programme

Executive Summary

WFP has been supporting Afghan and Iraqi refugees in settlements in Iran for many years. Activities under its current Protracted Relief and Recovery Operation (PRRO) 10213.0 (January 2003 to December 2008) include general relief distribution and food for education incentives. In early 2004, in the context of massive voluntary repatriation movements to Afghanistan and Iraq, UNHCR decided to discontinue funding blanket assistance to refugees in the settlements particularly in the health and education sectors (in favor of support to voluntary repatriation and targeted assistance to vulnerable groups) and WFP subsequently followed suit by suspending food assistance. In actual fact, WFP's food assistance continued through to the end of 2005 to exhaust in-country stocks which were still available. Following an assessment mission undertaken in 2006 food assistance for refugees residing in settlements was reinstated.

This report outlines the findings and recommendations of the Joint Assessment Mission (JAM) commissioned by UNHCR and WFP which aimed to review the assistance to Afghan and Iraqi refugees in Iran. The JAM took place from 7 to 16 June 2008 and included representatives from UNHCR (Division of Operational Services, Geneva) and WFP (Regional Office in Cairo and Country Office in Tehran). In addition, a representative from the Government of the Islamic Republic of Iran, Bureau for Aliens and Foreign Immigrants Affairs (BAFIA) joined the assessment team. The WFP and UNHCR members on the team were supported by a national staff member from each agency providing interpretation services throughout the mission. The focus of the 2008 JAM was to review the need for continued international food aid to refugees as well as to agree on updated strategies to align the food assistance programme with the revised objectives of the current refugee programme. For detailed objectives and Terms of Reference see Annex 1.

Large differences in socio-economic status between Afghan and Iraqi refugees as well as between refugees in each settlement were observed. A portion of the refugees in the Afghan settlements as well as the overwhelming majority of the refugees in the settlements for Iraqi refugees have clearly achieved a sustainable level of self-sufficiency. The non-delivery of a full agreed food basket during the past 18 months does not appear to have had an impact on the nutritional status of the refugees. However, a more in-depth analysis of coping mechanisms is required. There were no apparent signs of acute malnutrition in children under five years old, the incidence of low birth weight was also negligible, but health centre data to confirm these impressions are not useable in their current form. The only data available on nutritional status are derived from weight for age measurements which are not sensitive enough to detect acute malnutrition. The non-delivery of wheat was an often stated issue causing difficulties for the refugees as it forced them to buy bread from local Iranian bakeries. As subsidized wheat is rationed and allocations to communities in the vicinity of refugee settlements do not include the settlement populations, this has been creating tensions with the local population in some locations. Some parts of Iran have been declared no-go areas for refugees by the Government and it is anticipated that a number of Afghan refugees from these areas will

opt to settle in existing settlements, contributing to an increase in the numbers of refugees accommodated in settlements and, thus, to the caseload of the assistance operation.

Life for refugees in the urban and semi-urban areas is considerably more expensive than for Iranian citizens in the same areas. Although by no means a representative sample, the mission visited several households of urban Afghan refugees and found that many are living in hardship conditions. At the visited locations, it was reported to the mission that none of the primary-school age children were enrolled. A detailed study of this population is required.

In the visited settlements for registered Afghan refugees, sub-standard living conditions affecting a portion of the refugees in each settlement need urgent attention. Issues vary from location to location. For example, in Bardsir some refugee shelters (particularly the so-called “saloons”) need to be re-planned. BAFIA has identified several project proposals which would address these important constraints. Examples: the sewage system in Bardsir and the sealing of the road leading to the Shahid Nesri (Saveh) refugee settlement.

In the visited settlement for Iraqi refugees, the “oil for education” programme has had the intended impact and has fully reached its goal.

1 Background

General Context

WFP has been assisting Afghan and Iraqi refugees in Iran since 1987. In 2003, PRRO-10213.0 was prepared to assist 80,000 refugees residing in 29 settlements. This number was significantly reduced after the implementation of the voluntary repatriation programme which started in 2002 and currently 26,830 registered Afghan refugees residing in six settlements and 4,992 registered Iraqi refugees residing in 12 settlements remain.

Iran is a signatory to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol but has made reservations in respect of several provisions particularly limiting options for self-reliance and access to livelihoods. The main interlocutor of UNHCR and WFP is the Ministry of the Interior through BAFIA. All discussions with other line Ministries and with national NGOs, including the very small number of implementing partners, are co-ordinated by BAFIA which also serves as the Secretariat for the National Council of Foreigners Policy. Monitoring of programme implementation and access to refugees in settlements and elsewhere by UNHCR and WFP is contingent upon authorizations from BAFIA.

2 Methodology

This Joint Assessment Mission (JAM) was conducted under the existing framework of UNHCR and WFP's Memorandum of Understanding which requires periodic review of all joint operations. A JAM is a technical document which aims to provide an analysis of the functioning of the current operation and give guidance for future phases. Therefore, while some stand-alone food security assessments have been undertaken, this will constitute the second standard JAM proper for this operation since 2003.

The Mission used a combination of primary data collected through interviews and a review of the available secondary data which included (i) refugee numbers and statistics obtained from BAFIA and repatriation records; (ii) the 2003 Food Security and Livelihood Vulnerability Assessment as the main reference of comparison on food security, social services and camp management. The Mission also reviewed previous *ad hoc* JAM reports and recommendations (see Annex 2 for a Matrix summarizing actions taken from previous JAM recommendations).

The Mission met with the Ministry of the Interior (BAFIA), the Representatives and other senior staff of UNHCR and WFP in Tehran. During the visits to the refugee settlements, the Mission also met with National, Provincial and local BAFIA authorities, BAFIA settlement managers, Health Workers and groups of refugees. For a list of individuals met please see Annex 6.

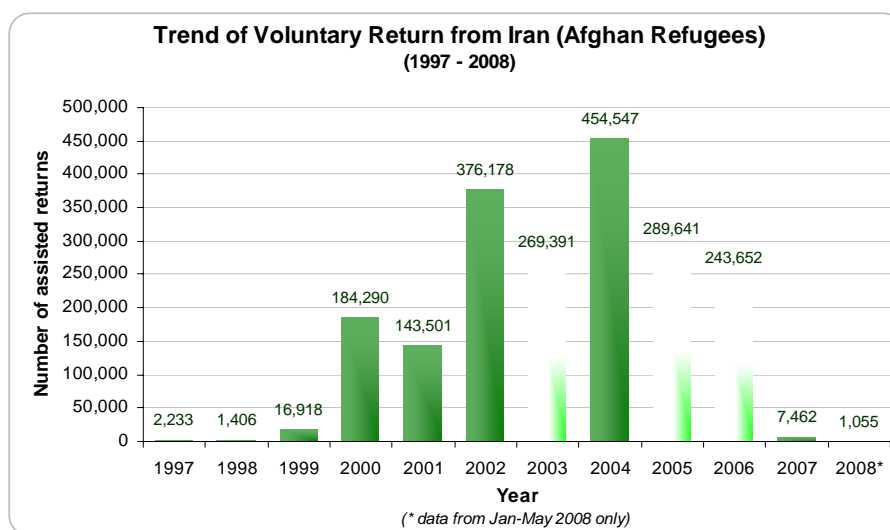
The Mission also visited a number of refugee settlements which had been selected by BAFIA as providing the most representative sample of such settlements in Iran and which could be visited during the limited time available. The Mission visited two settlements hosting registered Afghan refugees (representing 41% of the overall group of Afghan refugees in settlements) and two settlements for registered Iraqi refugees (representing 45% of all Iraqi refugees in settlements). During the visits to the settlements, the Mission observed the living conditions of the refugees and activities carried out under the assistance programme. The mission conducted interviews, focus group discussions, meetings and validated existing data in the camps. In addition to refugee settlements, the Mission team met also with a small sample of (Afghan) urban refugees at their homes in order to develop an impression of their living conditions.

3. Refugee numbers and profile

Afghan refugees

Iran has hosted millions of Afghan refugees for decades. They came to Iran in several waves. The first started in 1979 during the Soviet occupation (1979-1989) followed by a second wave during the internal war between the government and Mujahiddeen commanders (1989-1992). The third mass influx occurred during the Taliban regime (1994-2001).

The year 2001 saw the first surge in voluntary repatriation resulting from a programme to facilitate the repatriation of undocumented Afghans and those with temporary residence permits. Finally, the fall of the Taliban opened the way for the launch of the long-hoped for mass voluntary repatriation operation and between 2002 and 2006 nearly 1.3 million Afghan refugees returned home from Iran. The mass voluntary return movement suddenly exhausted itself in late 2006 due to a combination of factors including the deteriorating security situation and increased food insecurity in Afghanistan, the socio-economic challenges the country faces as well as the relative degree of assimilation of many registered Afghans into Iranian society (see graph below¹).



At the end of 2007, the registered Afghan refugee population stood at approximately **906,000** persons². The vast majority (97%) lives in urban and semi-urban areas and

¹ These figures represent the sum of all UNHCR assisted returns and spontaneous returns (until 2006 as recorded by BAFIA). UNHCR no longer includes statistics on so-called “spontaneous voluntary repatriation” in agreement with BAFIA (TPCM of February 2006 refers).

² This figure is based on data made available by BAFIA and is drawn from a previous registration exercise known as “*Amayesh-IP*” carried out by BAFIA in 2005/2006. In early 2008, the government undertook a

nearly **27,000** are accommodated in six refugee settlements managed by BAFIA. For the Iranian government and for UNHCR these two groups are the agreed registered Afghan refugee caseload and the focus of the UNHCR programme. In addition, the government estimates that there are over 1.5 million undocumented, unregistered Afghan nationals who are illegally in Iran.

There is no clear single factor explaining why some of the registered refugees are accommodated in settlements while the overwhelming majority settled spontaneously in the urban centers. It appears to be the result of a variety of circumstances which played a role in different combinations over time (such as year of arrival, degree of vulnerability, refugees' own preference, government policy, etc.).

The majority of the registered Afghan refugee population resides in the provinces of Tehran (27%), Khorasan (16%), Esfahan (13%), Fars (11%) and Sistan-Baluchistan (11%). The "camps" or refugee settlements are located in the provinces of Markazi, Semnan, Bushehr, Kerman and Khorasan and are managed by the government agency BAFIA.

Province	Nearest City	Settlement Name	Population ³
1. Markazi	Saveh	Saveh (Shahid Naseri)	3,890
2. Semnan	Semnan	Ansar Mohajerin	2,761
3. Bushehr	Bushehr	Eqbal Dalaki	2,193
4. Kerman	Rafsanjan	Rafsanjan	5,872
5. Kerman	Bardsir	Bardsir (Shahid Chamran)	7,156
6. Khorasan	Torbat-e-Jam	Torbat-e-jam	4,958
		TOTAL	26,830

(The settlements in bold were visited by the Joint Assessment Mission).

The largest ethnic groups amongst the registered Afghan refugee population are Hazaras (47%), Tajiks (30%) and Pashtuns (13%). The overwhelming majority of the registered Afghan refugees work in low-skilled, low-paid jobs mainly in agriculture and construction.

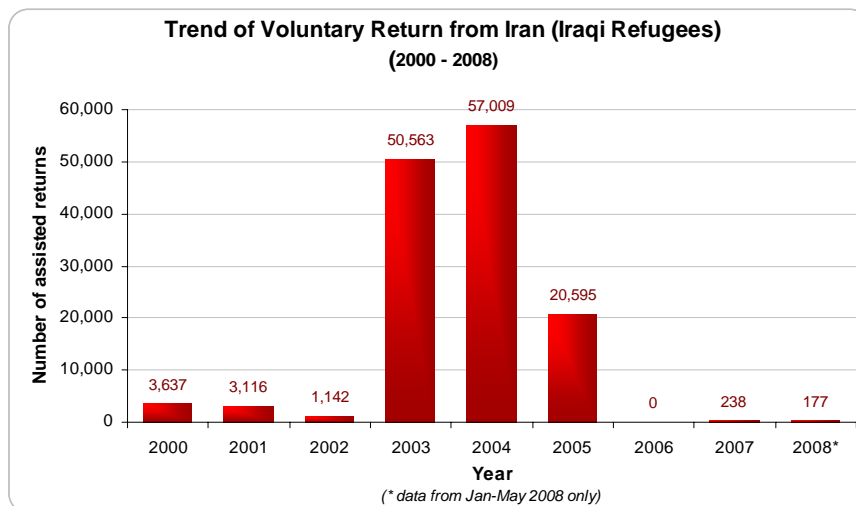
new registration exercise under the name "Amayesh-III", but the final, consolidated results have not been shared with the UN as yet.

³ Source: BAFIA Tehran, November 2007

Iraqi refugees

The registered refugee population from Iraq consists of three distinct groups who all arrived during the 1970s and 1980s: (i) Iraqi Kurds from the north of the country; (ii) Feilli Kurds (Shiites) who were denied Iraqi citizenship on the ground of their Iranian origin although they had lived in Iraq for several generations, and (iii) Iraqi Arabs (Shiites) from the central and southern provinces of Iraq. The latter two groups entered Iran during the Iran-Iraq war (1980 – 1988).

Between 2003 and 2005, the overwhelming majority of the Iraqi refugees repatriated voluntarily but the numbers of returns dropped dramatically as from 2006 (see graph below⁴).



Currently, the remaining registered Iraqi refugee population is nearly **54,000** persons strong. The majority of the registered Iraqi refugees reside in urban areas while some **5,000** are hosted in 12 refugee settlements managed by BAFIA:

Province	Nearest City	Settlement Name	Population ⁵
1. Fars	Jahrom	Jahrom	1,797
2. Lorestan	Azna	Azna (Abazar)	935
3. Khuzestan	Shushtar	Baninajjar	126
4. Khuzestan	Andimeshk	Ansar	89

⁴ These figures represent the sum of all UNHCR assisted returns and spontaneous returns (until 2006 as recorded by BAFIA). UNHCR no longer includes statistics on the so-called “spontaneous voluntary repatriation”.

⁵ Source: BAFIA Tehran, November 2007

5. Zanjan	Sultanieh	Sultanieh	25
6. Kermanshah	Kangavar	Kangavar	105
7. Kermanshah	Songhor	Songhor	95
8. Kurdistan	Kamyaran	Varmahang	33
9. Kurdistan	Marivan	Dizli	24
10. W.-Azarbaijan	Orumieh	Ziveh	1,316
11. W.-Azarbaijan	Sardasht	Bazileh	160
12. W.-Azarbaijan	Piranshahr	Dilzeh	287
		TOTAL	4,992

(The settlements in bold were visited by the Joint Assessment Mission).

As is the case with the registered Afghan refugees, there are no clear explanations why some live in camps and others have settled on their own.

Other refugees

Since 2006, UNHCR has registered a number of recently arrived Iraqi nationals fleeing generalized violence and targeted persecution. UNHCR and BAFIA are reviewing the arrangements for addressing the legal status and the needs of this population. Currently, they are not included in the assistance programme.

4 Findings

4.1 Shifts in the assistance programme

Initially, upon their arrival, the settlement-based registered refugees were assisted through a largely Care and Maintenance oriented approach. Over the years, the programme evolved focusing increasingly on supporting refugee self-sufficiency both for settlement-based and urban refugees. However, as soon as opportunities presented themselves during the years 2001/2002, the main focus of the programme became facilitating and supporting voluntary repatriation. Since 2002, more than 1.35 million Afghans and some 150,000 Iraqis have repatriated. In 2003, UNHCR phased out its assistance in the health and education sectors, which used to be provided through the respective departments enabling refugees to access basic services free of charge. In 2005, all food assistance to the refugee settlements was discontinued only to be reinstated in 2006. Now that the return movements involve very low numbers whilst considerable numbers of refugees remain, UNHCR is engaged in a reorientation of the programme away from an almost exclusive focus on voluntary repatriation, back to needs and possibilities inside Iran.

4.2 Current living conditions

Large differences in socio-economic status between registered Afghan and Iraqi refugees as well as between refugees in each settlement were observed. A portion of the refugees in the Afghan settlements as well as the overwhelming majority of the refugees in the settlements for Iraqi refugees have clearly achieved a sustainable level of self-sufficiency. In the visited settlements for Afghan refugees, sub-standard living conditions affecting a portion of the refugees in each settlement need urgent attention. Issues vary from location to location. For example, in Bardsir some refugee shelters (particularly the so-called “saloons”) need to be re-planned. BAFIA has identified several project proposals which would address and resolve important constraints. Examples: the sewage system in Bardsir and the sealing of the road leading to Saveh settlement

Recommendation

- To review with BAFIA proposals submitted to improve sub-standard living conditions as well as to list all outstanding site maintenance works as recommended by the government and agreed by UNHCR. Subsequently, to conduct an exercise to prioritize all interventions needed and to develop an action plan to implement the required improvements (with time schedules).

Life for registered refugees in the urban and semi-urban areas is considerably more expensive than for Iranian citizens in the same locations. Although by no means a representative sample, the mission visited several households of urban refugees from Afghanistan and found that many are living in hardship conditions. At the visited locations, the mission was informed that none of the primary-school age children were attending school.

Recommendation

- To conduct a national survey to obtain reliable data on the socio-economic situation of the registered urban refugees, their access to food security, health / nutrition services and livelihoods, as well as their coping mechanisms, with a view to articulating options for how international food aid might appropriately support the livelihood of vulnerable urban refugees

All registered refugees have been issued an ID card (following the *Amayesh-II* registration exercises). Registered Iraqi refugees generally have access to mostly unlawful employment, education and health services on the same basis as Iranian nationals. Registered Afghan refugees, however, only are allowed employment in 40 prescribed unskilled jobs mainly in the agriculture and construction sectors⁶. Often, such employment is seasonal. Employment without holding a work permit issued by the Ministry of Labour is in these and outside of these jobs is illegal and carries the risk of sanctions (arrest and deportation/refoulement for refugees and heavy penalties for employers)⁷. Employment outside of these jobs is illegal and carries the risk of sanctions.

Following the surge in mass voluntary repatriation in 2004, when UNHCR phased out its assistance in the education and health sectors in the settlements, the government introduced a series of measures which raised the cost of living for the refugees. These included fees for the extension of ID cards for all refugees and, particularly for urban refugees, fees for primary school enrolment, an increase in the cost of health insurance and the introduction of a municipal tax imposed on all registered refugee families.

Since 2007, nearly half of Iran's territory has been declared a "No Go Area (NGA)" for registered refugees by the Government, allegedly for security reasons. Some Iraqi refugee settlements (Jahroum and Azna in Fars and Lorestan Province respectively) as well as the Afghan refugee settlement of Dalak in Bushehr Province are located in NGAs. The affected refugees have been given two options: to relocate to a refugee settlement or urban area of their choice in a "Go-Area" or to repatriate. It is expected that 6,000 registered refugees who had previously not resided in a refugee settlement, will relocate to a settlement.

Recommendation

- BAFIA to provide planning figures on the relocation programme, as well as on applications for voluntary repatriation recorded in NGAs. If no details can be given at this stage, planning scenarios with an indication of upper and lower ranges will be required for planning by WFP and UNHCR.
- BAFIA to commit to releasing regular settlement statistics and updates.

⁶ See Annex I for a list of the authorized jobs.

⁷ In a meeting in February 2008, the DG-BAFIA informed the UNHCR Representative that registered Afghan refugees' restricted access to jobs in the aforementioned list had been lifted.

Settlement-based refugees continue to benefit from free accommodation and free primary education (and higher level schools if available at the camp) but pay a fee for the cost of electricity, water and sanitary services in the settlement. They also benefit from food aid which, with a food basket of 1,670 Kcal, has been designed as a contribution towards their needs rather than a full coverage of minimum nutritional requirements. Subject to the payment of municipal tax by the family, urban refugees are charged a minimal tuition fee for primary and secondary education but children of families recognized as destitute or having specific needs are exempted in principle.

As mentioned above all registered refugees have access to free primary health care. For additional health services they are charged on a par as local Iranians. However, whilst Iranians can access health insurance or may receive financial support from charity organizations (such as the semi-governmental Imam Khomeini Relief Organization) refugees cannot. Reviewing health statistics in the camps, delivery of basic health care, immunizations, vitamin A and iron foliate supplementation and growth monitoring are satisfactory. Refugees pay nominal consultation fees to a physician.

The exception to the above description is registered Iraqi refugees in urban centers who appear to be treated largely on a par with local Iranians in terms of their access to rights and services. Conditions in the Iraqi refugee settlements are generally better than in those for registered Afghan refugees. Iraqi refugee settlements have the appearance of average working class neighborhoods of the Iranian towns of which they form part. The settlements for registered Afghan refugees are located, in general, up to 10 or 12 kilometers from the nearest town. This observation illustrates the difference in treatment between registered Iraqi and Afghans refugees in settlements. The former are allowed a much larger degree of “integration” which has contributed to their advanced state of self-reliance.

4.3 The current assistance programme

The assistance programme is primarily aimed at supporting the refugees in meeting their needs through tolerated gainful employment. Lawful access to employment remains the exception. Therefore, the activities are directed at building their capacity by providing them with marketable skills to strengthen their prospects of self-reliance and economic empowerment. They are also intended to reduce their dependency and to enhance their prospects for sustainable return in the future.

The restrictions government has imposed on employment for registered Afghan refugees, however, remain a constraint as they limit access to lawful employment and hamper the potential of many refugees to making a decent living. Refugees in the settlements enjoy free access to the education facilities inside their settlements which always consist of a primary school education and sometimes a secondary school. Each of the larger refugee settlements has a health centre where refugees enjoy free primary health care, smaller refugee settlements are equipped with health posts. Non-food items are provided to refugees in settlements based on assessed needs.

4.4 Health and Nutrition

The mission visited health centres of the three settlements to review the level of health care services provided to registered refugee residents, in particular the quality of the services after the suspension of the UN's assistance. The mission looked into the records of the health clinics, talked to health workers and patients.

Health care services are provided by the Ministry of Health (MOH) and include antenatal, postnatal care, immunization, family planning, child growth monitoring, in-patient service, and a labour room (except Shahid Naseri settlement in Saveh).

General ailments that used to be treated by physicians regularly and free of charge are now referred to out-of-camp medical centers on the days physicians do not visit the settlements. Refugees have to pay between 11,000 to 14,000 Rls⁸ per consultation on the three days that the settlement health centre is attended by a physician and full cost of medication if the settlement pharmacy is still in service which in most settlements it is not. Basic maternity care is provided by trained Afghan refugee women but complicated deliveries have to be referred to city hospitals

While detailed health records and growth monitoring reports are maintained and kept in good order in the settlement health centres, analysis of data is done elsewhere. It is thus difficult to get a good overall picture of the current health and nutrition status of the refugees on site. Although it would appear that there are no major health or nutrition problems, it is only through a nutrition survey that prevalence of acute malnutrition is determined.

Recommendations

- Conduct an urgent compilation and analysis of all available data.
- Establish a standard health information system for reporting and monitoring purposes together with the Ministry of Health authorities.
- Conduct a joint nutrition survey to determine the nutrition situation.

4.5 Settlement management and levies

BAFIA continues to maintain coordination and management responsibility for the refugees and implements the food aid programme through Refugee Councils. At the settlements, representatives of the refugee community (Refugee Councils) manage the internal affairs including the upkeep and functioning of the water supply and sanitation systems and food distribution.

With the suspension of UNHCRs assistance programme, BAFIA introduced a levy system to manage the settlements. These charges include 15,000 Rls per month for bakery services where operational, 100,000 Rls per month for running cost of the settlements, 15,000 Rls per medical consultation, 250,000 Rls per child delivery, 50,000

⁸ 1.00 USD = 9,155.87 Iran Rials

RLs per student per year for school stationery and 22,000 RLs for ID card permit (“Laissez-passer”) to allow travel out of the settlement for the duration of one month. Additionally, refugees all pay a fee to the Refugee Council (see Table 1).

Table 1: Compulsory charges and levies on refugee settlements

Type of charges	Amount paid in RIALS		
	Bardsir	Torbat-e-Jam	Shahid Naseri (Saveh)
Bakery charge	100 per bread; 500 RLS per family per day; this translates to 15,000 RLS per family per month;	100 per bread; 500 RLS per family per day; this translates to 15,000 RLS per family per month;	No baking charges directly imposed;
Running cost of camp	100,000 RLS per family per month	80,000 RLS per family per month	50,000 RLS per family per month
ID card for movement out of camp	22,000 RLS per month per person	22,000 RLS per month per person	22,000 RLS per month per person
Medical consultation	15,000 per visit; no longer physician;	14,000 RLS per visit	11,000 RLS per visit
Delivery	250,000 RLS per delivery	Free	No service available
School stationery	50,000 RLS per student per year	50,000 RLS per student per year	50,000 RLS per student per year
Fuel and heating cost	N.A	N.A	N.A
Amayesh (resident permit fee)	28,000 RLS per person (irregular payment)	28,000 RLS per person (irregular payment)	28,000 RLS per person (irregular payment)

Source: Mission Assessment, May 2006

Direct assistance is confined to a limited number of the most vulnerable registered refugees from the urban as well as the settlement based communities. Some 700 registered refugees suffering from a serious chronic condition receive health insurance. In addition, the Community Integrated Social and Medical Assistance Programme (CISAMAP) is intended to provide a financial contribution towards medical and social assistance needs of the most deserving vulnerable refugees. These programmes are implemented directly by UNHCR or through local authorities or institutions affiliated with the Government. Finally, the “Joint Capacity Building” project (signed between the Ministry of the Interior and UNHCR) intends to build the capacity of refugees to repatriate voluntarily through skills training and support to the health and education sectors. The planning figures for these direct assistance programmes remain relatively modest and range from 3,000 (capacity building) to 18,000 (CISAMAP).

5 Food Assistance

Subsidizing basic food commodities is a long-running consumer price policy in the Islamic Republic of Iran. A major objective of this policy is to maintain low food prices to consumers. Subsidized commodities include essential items such as wheat flour and bread, sugar, rice, milk products, meat, tea and edible oil. Except for wheat flour (in the form of bread) all subsidized commodities are distributed on coupon basis.

The Iranian food subsidy programme was introduced at the onset of the Iran- Iraq war in 1980 and covers all rural and urban socio-economic classes. This non-targeted subsidy programme has little administrative cost, but carries substantial fiscal costs that must be borne by the government. For instance, in 1997, the cost of the food subsidy amounted to almost 6 percent of gross domestic product (GDP) at current prices; about 64 percent of it went to urban consumers and the rest to rural people. Recently (i.e. after the conclusion of the JAM) the government has launched a five-year Economic Plan whereby the prevailing fuel and food subsidies will be gradually withdrawn and replaced by a cash grant for destitute Iranian families (refugees are not mentioned).

Most of the consumer food subsidy budget (75 percent in 1997) is being spent on wheat flour to keep the price of bread to consumers low. In order to accomplish this, the government purchases the wheat crop from local farmers, based on a guaranteed price which is revised every year by the National Economic Council (NEC), and sells it to the bakeries at a much lower price, thus reducing the consumer price by as much as 75%.

Registered Afghan refugees and other Afghan nationals residing in Iran outside the settlements can only benefit from subsidized bread, which is distributed without ration booklet or coupons. All other commodities are available at the reduced prices in exchange for coupons.

Petrol as well as public transportation services are also subsidized and Afghans refugees benefit indirectly from the reduced prices.

All registered refugees in settlements benefit from a food aid assistance programme. Registered urban refugees have never been recipients of food assistance which is still the case today. The food basket is limited to 1,670 kcal pp/pd which is considered a contribution towards their needs rather than a full coverage of minimum requirements. There is also an "Oil for Education" programme which is intended to promote girl school enrolment in the settlements. Results of this programme in terms of girls' enrolment and retention in school have been positive.

5.1 Ration scale and kcal per capita for camp refugees

As detailed above the food assistance programme was suspended in 2005 apart from the distribution of stocks available in country at that time, primarily WFP-supplied wheat flour, which continued to be distributed even during the suspension of assistance, due to considerable stocks available. Stocks of other food commodities, however, were exhausted by as of April 2005. It was noted at the time that the continuation of wheat

flour distribution had been an important food security buffer during the period of suspension of assistance

A WFP Mission undertaken in 2006 noticing a high degree of vulnerability amongst the encamped refugees at that time recommended that WFP resume its food assistance with immediate effect at full ration for a total of 26,374 Afghan refugees who were then in 6 camps. The ration proposed was the following and has remained in effect in the intervening period;

Commodities	Grm/day	Monthly ration
Wheat flour	350	10.5 kg
Rice	100	3 kg
Veg oil	20	600 gram
Pulse	30	900 gram
Sugar	15	450 gram
Total	445	

As can be seen from the excerpt of WFP's Standard Project Reports below, food distribution in 2006 was fairly successful

Commodity Distribution in 2006

Commodity	Planned Distribution (mt)	Actual Distribution (mt)	% Actual vs Planned
Peas	92	62	67.4%
Rice	405	111	27.4%
Sugar	62	62	100.0%
Vegetable oil	150	122	81.3%
Wheat	3,896	3,508	90.0%
Yellow split peas	30	30	100.0%
Total for 2006	4,635	3,896	84.0%
Total reported in 2005 SPR	5,851	4,646	79.4%
Total reported in 2004 SPR	12,527	8,077	64.5%
Total reported in 2003 SPR	15,206	7,180	47.2%

Outputs

With the food stored in the refugee settlements, WFP, in collaboration with the government, managed to effectively complete all distribution cycles in each camp in a timely manner. However, pipeline breaks for commodities like rice and pulses compromised food rations.

Output	Unit	Planned	Actual	% Actual v Planned
Timeliness of distribution in the camps	months	12	12	100.0%

The above is in stark contrast to distributions in 2007 (shown below) which were very much hampered for two reasons.

- 1) Although food had arrived to the country and was theoretically available, it was not delivered to the settlements in time, due to the quality concerns raised by the authorities who did not grant customs clearance for many months.
- 2) The second issue was related to the unresolved issue of in-stock balances of wheat with the SOG.
- 3)

Commodity Distribution in 2007

Commodity	Planned Distribution (mt)	Actual Distribution (mt)	% Actual v Planned
Peas	45	41	91.1%
Rice	1,116	420	37.6%
Sugar	167	44	26.3%
Vegetable oil	302	133	44.0%
Wheat	3,906	1,106	28.3%
Yellow split peas	290	62	21.4%
Total for 2007	5,826	1,807	31.0%
Total reported in 2006 SPR	4,635	3,896	84.0%
Total reported in 2005 SPR	5,851	4,646	79.4%
Total reported in 2004 SPR	12,527	8,077	64.5%
Total reported in 2003 SPR	15,206	7,180	47.2%

Outputs

Although food had arrived to the country and was theoretically available, it was not delivered to the settlements in time, due to the aforementioned quality issues with the authorities. This fact resulted in a break in the pipeline for three months. In the absence of WFP food, refugees had to use their meager savings to purchase food off the local market and resort to a variety of coping mechanisms such as selling items and borrowing food or money from neighbors who were able to work outside the settlement.

Output	Unit	Planned	Actual	% Actual v Planned
Timeliness of distribution in the camps	months	12	9	75.0%

Shortfalls were recorded for almost all commodities and as will be seen from the table below there was a pipeline break for three months and wheat has virtually disappeared.

Food Distribution in the camps per category/ Month (July- December 2007)

Camps		Rice (mt)			Sugar (mt)			Veg. Oil (mt)		
		Pl.	Act.	%	Pl.	Act.	%	Pl.	Act.	%
Total Kurds	Jul.	5.628	0	0.0	0.844	0.834	98.8	1.126	1.112	98.8
	Aug	5.598	0	0.0	0.840	0.83	98.8	1.120	1.981	176.9
	Sep	5.598	0	0.0	0.840	0.791	94.2	1.120	2.293	204.8
	Oct	5.595	0	0.0	0.839	0.224	26.7	1.119	0.264	23.6
	Nov	5.583	2.001	35.8	0.837	0.112	13.4	1.117	0	0.0
	Dec	5.571	9.153	164.3	0.836	0.108	12.9	1.114	0	0.0
Total Arabs	Jul.	8.577	0	0.0	1.287	1.149	89.3	1.715	1.406	82.0
	Aug	8.457	0	0.0	1.269	1.270	100.1	1.691	4.507	266.5
	Sep	8.46	0	0.0	1.269	0.675	53.2	1.692	0	0.0
	Oct	8.46	0	0.0	1.269	0.321	25.3	1.692	0	0.0
	Nov	8.46	8.460	100.0	1.269	0.081	6.4	1.692	0	0.0
	Dec	8.535	8.535	100.0	1.280	0.083	6.5	1.707	0	0.0
Total Afghan s	Jul.	78.111	38.988	49.9	11.717	3.766	32.1	15.622	11.51	73.7
	Aug	78.531	21.408	27.3	11.780	5.861	49.8	15.706	17.44	111.0
	Sep	78.372	12.570	16.0	11.756	0.039	0.3	15.674	7.057	45.0
	Oct	78.297	0	0.0	11.745	0	0.0	15.659	1.567	10.0
	Nov	78.135	85.971	110.0	11.720	0	0.0	15.627	0	0.0
	Dec	78.315	78.315	100.0	11.747	0	0.0	15.663	0	0.0

Camps		OFGE (mt)			Pulses (mt)			Wheat (mt)		
		Pl.	Act.	%	Pl.	Act.	%	Pl.	Act.	%
Total Kurds	Jul.	0.675	0.575	85.2	1.688	1.640	97.1	19.698	21.415	108.7
	Aug	0.675	1.036	153.5	1.679	1.682	100.2	19.593	12.549	64.0
	Sep	0.675	0.308	45.6	1.679	1.681	100.1	19.593	3.904	19.9
	Oct	0.675	0.089	13.2	1.679	1.681	100.1	19.583	0.253	1.3
	Nov	0.675	0.063	9.3	1.675	1.677	100.1	19.541	0.253	1.3
	Dec	0.675	0	0.0	1.671	1.666	99.7	19.499	0.253	1.3
Total Arabs	Jul.	1.490	1.290	86.6	2.573	1.795	69.8	30.020	31.705	105.6
	Aug	1.490	2.580	173.2	2.537	1.649	65.0	29.600	31.266	105.6
	Sep	1.490	0.960	64.4	2.538	0.162	6.4	29.610	1.9	6.4

	Oct	1.490	0	0.0	2.538	0.09	3.5	29.610	1.9	6.4
	Nov	1.490	0	0.0	2.538	2.376	93.6	29.610	1.9	6.4
	Dec	1.490	0	0.0	2.561	2.188	85.5	29.873	1.95	6.5
Total Afghans	Jul.	8.735	7.98	91.4	23.433	17.763	75.8	273.389	222.195	81.3
	Aug	8.730	10.572	121.1	23.559	14.477	61.4	274.859	126.574	46.1
	Sep	8.730	2.248	25.8	23.512	0	0.0	274.302	40.894	14.9
	Oct	8.730	0	0.0	23.489	0	0.0	274.040	51.481	18.8
	Nov	8.730	0	0.0	23.441	29.223	124.7	273.473	2.269	0.8
	Dec	8.730	0	0.0	23.495	19.309	82.2	274.103	0	0.0

While this has not been without its consequences, the most important problem refugees mentioned is the lack of wheat flour which has not been provided in due quantities over the past 18 months. The importance of bread in the diet for the Afghan refugee population cannot be understated. In the settlements without a bakery, refugees requested the establishment of one. In the absence of wheat flour, many refugees need to travel quite far to the nearest town to buy their bread which brings them into conflict with the local population, as each Iranian municipality receives a fixed allocation of (government subsidized) wheat flour for the local bakeries. The population of the nearby refugee settlement is not counted in this allocation; therefore, if refugees buy bread outside of their settlements, they reduce the quantity available to local Iranians. Many refugees stated that they had to pay black market rates i.e. up to three times the cost for the bread. Complaints were also expressed over the quality of the rice and the pulses distributed over one particular period.

Refugees have not complained over the erratic provision of food items (and the non-provision of wheat) over the past 18 month period because they perceived the reductions as measures intended to force them to repatriate and they feared that they might be deported and sent back to Afghanistan if they raised their voice. Many said they had to work harder and earn more money to compensate for the disruptions in food assistance. That being said, the lack of wheat was really the primary concern for the majority of refugees. Limited random checks by members of the mission of <5 growth charts kept in the health centre did not produce evidence of the negative impact which the disruption in food aid might be expected to have had on <5 weight-or-age measurements during the past 18 months. This is only an impression which needs to be confirmed by a more systematic analysis of available data. It needs to be borne in mind that the growth monitoring chart is based on weight for age measurements which is not a tool sensitive enough to detect acute malnutrition. Therefore, a proper nutrition survey is required to determine the prevalence of malnutrition including micronutrient deficiencies.

A short history of wheat deliveries will give an overview of how wheat is ensured for this operation.

1. Wheat deliveries to the refugees is governed by an agreement dating back to 1996 between BAFIA and State Organization of Grain SOG (as it was called prior to its privatization in 2002). Based on this agreement, WFP imported wheat was handed over to SOG at the port of entry in Bandar Imam Khomeini and the State Organization of Grain by utilizing its network and infrastructure in those ports, custom cleared, discharged the cargo into their silos. For these services as well as the transport storage and milling SOG received 20% of the wheat in kind, i.e. for every 100 Mt of wheat imported by WFP, SOG took 20 MT to cover all services and delivered 80 MT wheat flour close to the camps.
2. The last reconciliation was undertaken in 2000, whereby BAFIA and WFP signed off on the Stocks. Despite numerous efforts no further accounting has been finalized.
3. SOG has repeatedly announced during the past years that this extraction rate does not cover the costs related to transport, milling, weight loss, fumigation, storage, etc... and has requested the rate to be increased to 35%, and announced that it would apply the new extraction rate in 2003 for the new consignment of Japanese wheat.
4. The stalemate was also identified by the internal audit mission in 2007 as a point of concern and despite all efforts this matter has still remained unresolved.
5. Due to the dispute, wheat flour deliveries have been sporadic/ non existent and refugees have been suffering from pipeline breaks as a result of non-delivery.

Recommendations:

- High level intervention at the level of Deputy Executive Director of WFP to resolve the issue
- Joint letter also at the level of DED from both WFP and UNHCR
- Recalculating the Japanese donation of 14,767 wheat at an extraction rate of 35%

5.2 Proposed new food ration:

One of the issues raised by BAFIA was the fact that the monthly rations should be rounded up as the weighing scales in the settlements are too elementary to be able to calculate plus minus 50 grams. There was no objection to this proposal as the difference is minimal, it is operationally much easier, and is also more tangible to the refugees to calculate based on full or half kilos rather than 50 grams

This will also improve the effectiveness of distribution process and to reduce distribution losses. The energy and protein supplied by the new ration has increased by 3 and 6 percent

Food commodities	Current (gr/person/month)	Proposed (gr/person/month)
Wheat flour	8400	9000
Rice	3000	3000
Pulses	900	1000
Sugar	450	500
Veg. oil	600	500
Total	13,350	14,000

Nutritional Value of the new ration is below

Menu

Help

NutVal 2006 - General Ration Planning and Calculation Sheet

RATION CONTENTS <small>Click below to select commodities or type them in on the bottom two rows</small>	DAILY											
	RATION	ENERGY	PROTEIN	FAT	CALCIUM	IRON	IODINE	VT. A	THIAMINE	RIBOFLAVIN	NACIN	VT. C
	g/person/day	kcal	g	g	mg	mg	µg	µg RE	mg	mg	mg NE	mg
WHEAT FLOUR, FORTIFIED (WFP SPECS)	300	1,060	34.5	4.5	45	12.3	0	0	1.68	0.90	20.7	0
RICE, POLISHED	100	360	7.0	0.5	9	1.7	0	0	0.10	0.03	5.6	0
OIL, VEGETABLE (WFP SPECS.)	17	147	0.0	16.7	0	0.0	0	150	0.00	0.00	0.0	0
SUGAR	17	67	0.0	0.0	0	0.0	0	0	0.00	0.00	0.0	0
PEAS, DRIED, SPLIT	33	114	8.2	0.4	18	1.5	1	15	0.23	0.07	1.0	1
Ration total	467	1,738	49.7	22.1	72	15.5	1	165	2.01	1.00	27.2	1
Beneficiaries	2,100	2,100	52.5	40.0	450	22	150	500	0.90	1.40	13.9	28
% of requirements supplied by ration	83%	95%	55%	16%	70%	0%	33%	224%	71%	197%	2%	
% of energy supplied by protein or fat	77%	11.4%	11.4%									

Ration Name or Reference:
Date:

As can be seen from the analysis above, the ration is intended to provide for basic subsistence rather than complete coverage of nutritional requirements.

5.3 Targeting

As mentioned previously there a large differences in socio-economic status between registered Afghan and Iraqi refugees as well as between refugees in each settlement. The overwhelming majority of the Iraqi refugees in the settlements have clearly achieved a sustainable level of self-sufficiency. In fact BAFIA expect and many of the refugees themselves that all Iraqi refugees would repatriate in the foreseeable future with the exception of the vulnerable persons and those who have started successful businesses or who have married local Iranians.

In the visited settlements for Afghan refugees, sub-standard living conditions and socio economic conditions affect a portion of the refugees in each settlement need urgent attention. Issues vary from location to location. However no study has been undertaken to reveal the extent of dependency and vulnerability amongst the encamped refugees although BAFIA do have lists of vulnerable refugees. It is hoped that the Amayesh-III registration database will provide updated information on vulnerable refugees for use by WFP and UNHCR.

Regarding the “No Go Area (NGA)” policy of the government, it is expected that 6,000 from among the affected refugees who had previously not resided in a settlement, will chose for relocation to a refugee settlement. During the initial phase of their reintegration in a, for them, unknown part of the country and the equally unknown environment of a well-established refugee settlement, many if not all of these relocated refugees will need assistance.

Pending a review of vulnerability criteria all encamped refugees remain entitled to general rations in the short term. In the longer term it is preferable to provide the full food basket to vulnerable refugees only; this will for planning purposes include all new relocated refugees (in individual cases, subject to vulnerability assessment). The much higher proportion of vulnerability among the Afghans as opposed to the Iraqis needs to be factored in. It is expected that the beneficiary numbers could reduce from the beginning of 2010. In order for this to be achieved in a systematic way the following are required.

Recommendation

- To establish commonly agreed vulnerability criteria.
- WFP and UNHCR to be allowed access to the Amayesh-III database with a view to identifying vulnerable refugees.
- To improve the existing monitoring mechanism to allow early corrective or remedial action once ruptures or delays occur in the full implementation of the agreed food basket.

This will allow for the eventual targeting of a full food basket to vulnerable refugees only; which will in the interim include all new relocated refugees Acceptance of any new cases thereafter would subject to vulnerability assessment.

As mentioned elsewhere, life for refugees in the urban and semi-urban areas is considerably more expensive than for Iranian citizens in the same locations. Concerns were expressed that their poverty is increasing due to the higher costs of living and lack of access to Government safety net programmes. In view of the recently announced new 5-year Economic Plan, it is expected that the purchasing power of the refugees will be dramatically reduced.

Recommendation

- A detailed study of this population is required to be completed by December 2008. Based on the results of the study, articulate options for how international food aid might appropriately support the livelihood of vulnerable urban refugees.
- The study should include an in-depth analysis of the potential impacts of the recently announced government plans to discontinue subsidies on food commodities and fuel.

Planning figures for 2009

The current caseload of registered Iraqi and Afghan refugees is 32,000 persons. It is anticipated that 6,000 Afghan refugees will relocate to settlements in the coming months thus the planning figure for the start of 2009 will be 38,000 persons.

Activities ⁹	Population	Food Requirements					
		Wheat	Rice	Veg oil	pulse	sugar	total
GFD --- Afghan refugees							
GFD --- Iraqi refugees							
GFD -- Sub-total							
Oil for education							

Recommendations:

- Food aid to support shift in programme and durable solutions.
- Monitoring/external review (2 yrs or as situation changes Also: monitor developments food prices and impact on vulnerability.

6 Self-reliance & Exit strategies

In early 2008, the Government conducted a new registration exercise for Amayesh-II registered refugees referred to as “Amayesh-III” which was completed in August 2008. Until now, the results have not been shared with the UN. All registered refugees will be issued a new ID card which reportedly will allow 18-60 year old refugees to engage in tolerated jobs (although BAFIA has committed to issuing work permits to those who apply). Currently, UNHCR is engaged in a reorientation of the programme away from an almost exclusive focus on voluntary repatriation, back to needs and possibilities inside Iran. It is anticipated that most of the Iraqi refugees will repatriate.

7 Logistics

WFP provides wheat grain to Government Trading Corporation (GTC), a parastatal company, the port of entry. GTC discharges the grain into silos, stores and mills the grain at extraction rate of 20%¹⁰. It is then provided BAFIA at each refugee camp for distribution. BAFIA allocates wheat flour to different provinces through GTC delivery channels to refugee camps; when the instruction letter is not received from GTC central to provincial GTC, refugee camps run short of bread as we noted in Bardsir, a problem that is reported more often. With absence of other forms of assistance and income sources, the disruption of wheat flour supply presents a food access challenge to the refugees.

Accounting for wheat flour distribution has been rather difficult and no report has been received thus far. In the past, stock cards were monitored for each camp, but this system needs revisiting. Although previous JAM recommended cash payment for milling, system of in-kind milling continues in force. Pursuant to previous JAM (2002) recommendation, and continued paucity of information on milling and actual delivery of wheat flour to refugees, the Mission recommends a further revision of the agreement with GTC and BAFIA, leading to direct purchase of wheat flour or cash payment for milling instead of the prevailing practice of in-kind milling. The true account of food channeled through GTC and the actual quantity delivered/ distributed to refugees through BAFIA should be reviewed and monitored.

¹⁰ For every 100 kg of wheat grain supplied by WFP, GTC delivers 80 kg wheat flour to BAFIA.

Annex 1: Terms of Reference

UNHCR-WFP-BAFIA Joint Assessment Mission IRAN

OBJECTIVES

1. To determine whether the assistance is required in the next 12-24 months; to ensure that the refugees have access to food that is adequate in quantity and quality to meet their nutritional need and to related non-food supplies, services and protection; to maintain nutritional health in the next 12-24 months and avoid damaging or undesirable coping strategies;
2. To determine whether and how the performance of the ongoing operation can be improved in relation to the defined objectives for the food security, nutritional status, self-reliance and the general well being of the refugees;
3. To assess and propose what new measures are necessary and what continuing assistance is required to ensure that the refugees achieve the maximum possible level of sustainable self reliance pending a durable solution and identify possibilities for the involvement of governmental, UN and NGO development agencies;
4. To identify the positive elements and any specific problems and constraints that may be impeding the achievement of objectives, and propose solutions;
5. To determine objectives in the light of the current situation and prospects for durable solutions;
6. To review the current trend of voluntary repatriation, to assess the need for food and other support that should be provided to the repatriation operation;
7. To review the performance and efficiency of the logistic (transport, storage and handling) system and management, the losses incurred, risks and possibilities to reduce risks and increase performance and efficiency;
8. To define the type of food and related assistance (including assistance for self-reliance) required during the next 12-24 months; the number of people to be provided for; how the food and related assistance should be delivered, targeted and distributed; how assistance for self-reliance activities should be provided;
9. Determine a time frame for phasing out UN assistance to Afghan and Iraqi refugees encamped in Iran.

METHODOLOGY

The assessment mission team will use as a foundation for its assessment the findings of the WFP Food Security and Livelihood Vulnerability Assessment of Afghan and Iraqi Kurd Refugee Households Encamped in Iran¹¹ as well as previous JAM reports including the JAM report of 2006. The mission will

- Review and analyze available and most recent reports in regard to (i) the numbers and current situation of the refugees in the various locations and any recent movements, (ii) their food security status (iii) the current health, nutrition and education situation and factors influencing food security (iv) security, protection and gender concerns (v) the effectiveness and efficiency of current food and related assistance programmes (vi) tripartite agreement signed on 30 June and (vii) previous JAMs conducted in 2002, 2004 and 2006;
- Meet with relevant national, provincial and local authorities, NGOs and other organizations working with the refugees on food and related programmes (such as self reliance activities);
- Visit representative sample of refugee camps to:
 - Meet with camp managers, the personnel responsible for food, health, water, sanitation or community services, and with refugee leaders and representatives involved in the implementation of programmes;
 - Meet/Focus group discussion with refugees – men, women and groups with specific needs;
 - Inspect general conditions at the camps, in household or communal shelters, in cooking areas, around water sources, in toilets/defecation areas, in storage areas on or near the camps;
 - Observe food and water availability and cooking arrangements in a sample of households, and informal discussions with women, men and children in the household;
 - Visit clinics, schools and other community services in the camps; discuss with health workers, teachers and community service workers;
 - Observe markets within the settlement and in the vicinity, and possibly interview some local traders to establish basic food market information;
 - Visit the camp warehouses to observe the facilities, the condition of food stock and records.

Locations to visit include

- Tehran: BAFIA, WFP and UNHCR Offices
- Selected Afghan and Iraqi refugee settlements (number and locations to be determined)

Analysis should:

¹¹ WFP Food Security and Livelihood Vulnerability of Afghan and Iraqi Kurd Refugee Households Encamped in Iran, conducted in December 2003 (report issued in June 2004); supplemented by The Food Security Situation of Refugees Living in Iran, Final Report of Oxfam Food and Nutrition Consultant to WFP Iran, Mary Atkinson, May 2003.

- Document the progress of actions taken to implement the recommendations of the last assessment or review and the related Joint Plan of Action (including any amendments or addendums to it), including the reasons for lack of progress;
- Review reasons/causes for non-return of refugee caseload in camps;
- Assess (i) the extent to which different groups of refugees are presently able to meet the food needs of their families, (ii) how the level of their self-reliance based on current strategies can be expected to change during the immediate and medium term, and (iii) assess how vulnerable the respective self-reliance is to foreseeable risk factors;
- Identify the ways in which the refugees access to sufficient and appropriate food can be ensured during the next 12-24 months;
- Identify factors contributing to or inhibiting the effectiveness and efficiency of available food, and measures that could reduce inhibiting factors;
- Determine the effectiveness and efficiency of logistic arrangements and identify ways of increasing efficiency and overcoming any logistic constraints;
- Assess the usefulness and relevance of indicators used for monitoring and , if needed, propose revised indicators of the food situation and related concerns that should be monitored in future;
- Review and assess reasons/views of refugees in regard to ideas/plans for returning to the respective countries of origin.

REQUIRED OUTPUT

The required output consists of a concise report that:

- summarizes the findings and analysis, specifying any uncertainties due to data limitations;
- highlights the changes that have occurred in the general situation since the last joint assessment/review;
- describes the extent to which previous recommendations have been implemented, the outcomes of those actions and/or the reasons for no action;
- describes the prospects for durable solutions and the probable scenarios for the immediate and medium term;
- recommends specific objectives and a strategic plan for food security and self-reliance for the next immediate and medium term, and the corresponding actions to be taken by the government, WFP, UNHCR and other partners, including determination of new measures that may be necessary and what continuing assistance is required over the immediate to medium term;
- describes any logistic constraints and proposes measures to increase capacity and efficiency, where possible, and provides cost estimates for those measures;
- specifies modalities and/or the need for continued food assistance and non-food assistance:

- a planning figure for the number of persons to be provided with specific levels of food assistance during the immediate and medium term, and appropriate targeting mechanisms;
 - for food assistance, the types of food required, the ration (or rations for different groups), the total quantities of each commodity and the required delivery schedule;
 - how/by whom supplies will be received and distributed, and action to be taken to build capacity;
 - the related assistance (for example, utensils, water containers, cooking fuel, etc.) necessary to ensure that the food supplied can be efficiently used by the refugees;
 - cost/budget estimates
- Identifies areas for further study (if required) including timelines.

Before finalizing the report, the mission will present the provisional conclusions and recommendations to the host Government, other concerned UN-agencies, the major donors and key NGOs in a specially convened wrap-up meeting.

The draft final report should be prepared following the format included in the UNHCR/WFP Joint Assessment Guidelines and be submitted to the UNHCR Representative and the WFP Country Director within 10 days of the wrap-up meeting at the end of the mission, with the report finalized within 30 days of the wrap-up meeting.

TIMEFRAME AND DURATION OF MISSION

The mission will be fielded from 7 - 16 June 2008.

TEAM COMPOSITION

The mission will be led by a senior team leader from WFP and would consist of nominated staff from UNHCR Headquarters and Iran, WFP Iran, and BAFIA. A nutritionist will also accompany the mission.

BUDGET

Each agency should cover the costs of its own staff/mission members (final budget to be determined). UNHCR will cover the cost of the nutritionist.

- a planning figure for the number of persons to be provided with specific levels of food assistance during the immediate and medium term, and appropriate targeting mechanisms;

- for food assistance, the types of food required, the ration (or rations for different groups), the total quantities of each commodity and the required delivery schedule;
- how/by whom supplies will be received and distributed, and action to be taken to build capacity;
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Annex 2: Matrix Summarizing Actions taken from Previous JAM Recommendations.

1- WFP to resume food assistance as well as oil for girls' education with immediate effect at full ration for all Afghan refugees currently residing in 6 camps.	Food assistance resumed	Done
2- strengthen distribution and post-distribution monitoring	Monitoring visits resumed and conducted twice a year. Regular contacts with camp managers established for collection of monthly distributions statistics	Done
3- UNHCR in collaboration with BAFIA and Ministry of Education should provide educational supplies such as textbooks, stationery and assist schools in the supply of sport facilities (for example footballs). Priority should be accorded to higher education for Afghan refugees that will facilitate their self-reliance by offering opportunities for return to their country of origin.	The first phase of the Joint Project Initiative (2007) considers distribution of stationery to some 150,000 pupils in and outside the settlements. Enrolment of a few registered Afghan refugee students in tertiary education supported by DAFI scholarships is ongoing.	
4- UNHCR in collaboration with BAFIA and Ministry of Health should strengthen health service provision to camp refugee population including medical and equipment supplies, sanitary material, dental care and health staff available at the health centres. Also, preventive health care services should be started: health education, HIV/AIDS awareness, and family planning.	Arrangements were made under the first phase of the Joint Project Initiative (2007) to pay incentives to the refugee health staff in the settlements. Awareness programmes on preventive health care, HIV/AIDS and contagious diseases is included in the second phase of the Joint Project Initiative (2008).	
5- WFP and UNHCR develop a Joint Gender Action Plan aiming at increasing the role of women refugees in their communities	Pending	
6- UNHCR should uphold protection of refugee rights at all times	Ongoing process	
7- UNHCR/BAFIA should absorb camp management levies until work permits and other legal limitations are removed and refugees are able to earn income in	Nominal levies were introduced (vulnerable refugees exempted) by Refugee Councils in support	

<i>Recommendations of JAM 2006</i>	<i>Action taken</i>	<i>Status</i>
the labor markets.	of the self-management of settlements.	
8- Repatriation, as acknowledged by BAFIA and refugees themselves, must be linked to improvements in security conditions in Afghanistan as well as recovery efforts undertaken in the country, particularly in rural Afghanistan where most camp refugees originated. Priority should be accorded to access health, education, land and basic support upon their return.	The UNHCR programme, which had been almost exclusively focused on voluntary repatriation, is being shifted to assistance in health and education.	
9- Targeted skills training for the refugees should be undertaken in collaboration with NGOs and UN agencies and it should be linked to an expressed desire for repatriation as a key to self-reliance and exit strategy.	In 2007, a total of 3,000 refugees were trained in vocational skills under the first phase of the Joint Project Initiative.	
10- Regular coordination meetings among BAFIA, UNHCR and WFP should be strengthened to regularly review policy issues affecting the welfare of refugees, including integration into local economy; job permits, higher education, and targeted skills training for enhanced repatriation. It is through these concerted policy measures that lasting exit strategies can be formulated.	Co-ordination meetings are held as needed.	

Matrix summarizing action taken on 2003 JAM recommendations:

<i>1</i>	<i>2</i>	<i>3</i>
<i>Recommendations</i>	<i>Action taken, and when (Specify and explain any difference from the recommendation)</i>	<i>Results</i>
Provide assistance only to those who meet eligibility criteria	General food distribution recommended by vulnerability study conducted in 2003	General food distribution carried out with eventual suspension of assistance
In-camp hh food economy /	Assessment was conducted in 2003 and results published in 2004	Remains important baseline information

vulnerability undertaken		
UNHCR support training health post staff to collect WFH data collection	Growth monitoring chart for infants continues on all camps	Assistance suspended
Food assistance to non-camp refugees, 40,000 & incremental	Non-camp refugees were not assisted based on policy determination	Non-camp refugees not assisted
Food assistance to vulnerable orphans	About 5000 orphans received general food distribution from October 2003 to March 2005.	Sistan-Baluchistan camp was closed in 2005
Oil for girls education (incremental coverage)	Continued for more than 2,400 girls in almost all primary schools.	Implemented
Food repatriation: food assistance at exit border	Practical limitation of preparing bread or organising bakery at various exit points; UNHCR thinks it not feasible.	Not implemented at in full scope
Phase out: regular coordination between WFP & UNHCR	Information sharing started; repatriation has taken place; integration not an option	
Joint monitoring	Events of joint camp visits noted; however, no regular joint monitoring since assistance suspension. However, Iraqi camps joint monitoring visit took place at least 2 times a year.	
Independent assessment of bread vs wheat flour	Not available	
Milling in cash than in-kind		Remains in-kind milling
Camp warehouse management responsibility	Noted that warehouses were empty; managed by BAFIA and refugee council in the case of Afghan refugee camps.	
Capacity building of BAFIA staff on project & food management	CO reports conducting warehouse management workshop for all camp managers and Provincial BAFIA representatives in 2003.	
Formulate PRRO for 2 years	PRRO 10213.0 has been prepared & implemented;	

Annex 3: Statistic of Settlement Refugees in Iran (March 2006)

Iraqi Arab Refugees:

No	Province (Covered by)	Nearest City	Camp Name	Population
1	Fars (SOA)	Jahrom	Jahrom (Sh.Dastgheib	1,748
2	Lorestan (SOKMH)	Azana	Azna (Abazar)	935
3	Khuzestan (SAO)	Shushtar	Baninajjar (Gotvand)	113
4	Khuzestan (SOA)	Andimeshk	Ansar	78
Total			4 Camps	2,874

Iraqi Kurdish Refugees:

No	Province (Covered by)	Nearest City	Camp Name	Population
1	Zanjan OREP)	Sultanieh	Sultanieh	26
2	Kermansh (SOKMH)	Kangavar	Kangavar (shohada Halabcheh	123
3	Kermansh (SOKMH)	Songhor	Songhor (Hejart 3)	114
4	Kurdestan (SOKMH)	Kamyaran	Varmahang (kamyaran)	43
5	Kurdestan (SOKMH)	Marivan	Dizli(Marivan)	41
6	W.Azarbaijjan (FOO)	Orumieh	Ziveh	1,401
7	W.Azarbaijjan (FOO)	Sardast	Bazileh (Sardast)	134
8	W.Azarbaijjan (FOO)	Piranshahr	Dilzeh (Piranshahr)	243
Total			8 Camps	2,125

Afghan Refugees:

No	Province (Covered by)	Nearest City	Camp Name	Population
1	Markazi (OREP)	Saveh	Saveh (shahid Naseri)	3,890
2	Semnan(OREP)	Semnan	Semnan (Ansar Mohajerin)	2,761
3	Bushehr	Bushehr	Dalaki (Eqbal Dalaki)	2,080
4	Kerman (SOZ)	Rafasanjan	Rafsanjan	5,682
5	Kerman (SOZ)	Bardsir	Bardsir (shahid Chamran)	7,073
6	Khorasan (SOM)	Torbat-e-Jam	Torbat-e-Jam	4,890
Total			6 Camps	26,376
Grand Total			18 Camps	31,375

Source: BAFIA Tehran, 18 April 2006

Annex 4

List of the 3 Categories of Authorized Jobs

1. Kilns Category

- Lime/Plaster Burning Jobs:
- Plaster burner
 - Lime burner
 - Bag-filler
 - Kiln-drainer
- Brick-baking Jobs:
- Kiln-setter
 - Kiln-man
 - Moulder

2. Construction Work Category

- Construction Jobs:
- Well-digger
 - Excavator (tunnels, channels, etc.)
 - Asphalt Worker
 - Concrete caster

Block-making & Mosaic-tile Making Jobs:

- Concrete-maker
- Block-maker
- Stair-builder
- Concrete-stake Maker
- Mosaic-tile Presser

Stone-cutting Labour:

- Stone-cutter
- Stone-cutting Machine Worker
- Stone-shaping Machine Worker
- Stone-polisher

Road-making & Mining Jobs:-

- Bridge-construction Worker
- Tunnel maintenance Worker
- Dynamite Explosion Worker
- Mine-excavation Worker
- Mine-digging Worker

3. Agricultural Workshops Category

- Agricultural Jobs:
- Farm Digger
 - Farmhand
 - Pesticide sprayer
 - Haymaker

- Animal Husbandry & Poultry Farming Jobs:
- Cattle-raiser & Animal Husbandman
 - Poultry Farm Assistant
 - Shepherd

- Slaughter-house Jobs:
- Slaughterer
 - Skin & Feather Plucking Worker
 - Tripe & Intestine Cleaner

- Leather-tanning Jobs:
- Lime-applier
 - Leather-maker
 - Leather-cleaning Machine Operator
 - Chemical Materials Worker
 - Leather-tanner

Annex 5: Mission Schedule

Time	Wednesday	Thursday	Friday	Saturday	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
	26/Apr/06	27/Apr/06	28/Apr/06	29/Apr/06	30/Apr/06	01/May/06	02/May/06	03/May/06	04/May/06	05/May/06	06/May/06
03:45	Getachew -arrival to tehran- pick up Abbas								report writing		
7:00 - 8:00		adelian to travel to kerman			Adelian travel back to Tehran		travel to Saveh Getachew, Melesse, Mojgan or Dara- Driver Abbas				
8:00 - 9:00				meeting with BAFIA Kerman							
9:00 - 10:00				travel to Bardsir		travel to Torbat					
10:00 - 11:00				assessment of Bardsir		assessment of Torbat	assessment of Saveh	debriefing BAFIA			
11:00 - 12:00		briefing with UNHCR									
12:00 - 13:00	briefing in CO/meeting BAFIA		travel to Kerman 9:45 AM (by air) Getachew, Mojgan		travel to Mashad either 6 am or 20:45 (by air) Getachew, Dara						11:30 am Getachew -depart for Cairo -driver Abbas
13:00 - 14:00		UN Resident Coordinator						wrap up in CO			
14:00 - 15:00		UNIDO									
15:00 - 16:00		UNAMA		travel back to Kerman		travel back to Mashad	travel back to Tehran				
16:00 - 17:00											
17:00 - 18:00											
18:00 - 19:00											
19:00 - 20:00											
20:00 - 21:00				20:30 Travel Back to Tehran (by air) Getachew, Mojgan							
21:00 - 22:00											
22:00 - 23:00						23:00 travel back to tehran (by air) Getachew, Dara					

Annex 6: List of Agencies /Persons contacted

Briefing with BAFIA Central	Mr. Khazeni Executive Deputy	Mr. Rostami Taresi Director of the 2nd Department (International Affairs)	Mr. Jafari Expert, International Affairs Department		
BAFIA Orumiyeh	Mr. Hazervazififeh DG BAFIA West Azarbaijan	Mr. Dehghan Pour Deputy BAFIA W.Azarbaijan			
Ziveh Camp	Mr. Aghapour Head BAFIA Ziveh	Ms. Babaee Nutritionist from MOH Orumiyeh	Mr. Khodadadi Camp Manager		
BAFIA Kerman	Mr. Mirhabibi DG of BAFIA Kerman	Mr. Momeni Logestic, BAFIA Kerman	Mr. Shahabi External Relationship, BAFIA Kerman		
Bardsir Camp	Ms. Ghiyasi Nutritionist from MOH Kerman	Mr. Sistani Camp Manager	Mr. Poursaeed Warehouse Keeper		
Saveh Camp	Mr. Akbarzadegan Camp Manager	Mr. Rezaee Warehouse keeper	Ms. Yadegari Noutritionist MOH Markazi Province	Ms. Asadi Nutritionist from MOH Saveh	Mr. Azizi Expert from Centre for Disease Control Saveh
BAFIA Markazi	Mr. Gholami DG BAFIA Markazi	Mr. Gholami Deputy BAFIA Markazi			
Azna Camp	Mr. Jahed (From Azna Governor's Office)	MS. Rezaee Warehouse Keeper			
HAMI NGO (Tehran Urban)	Ms. Asadi (Project Manager)	Ms. Meftah (Coordinator)			
Debriefing with Central BAFIA (first meeting)	Mr. BARIKANI Secretary of Foreign Nationals Executive Co-ordination Council	Mr. Rostami Taresi Director of the 2nd Department (International Affairs)	Mr. Jafari Expert, International Affairs Department	Mr. Ghadamgahi Director of the 4th Department (Camps Affairs)	
Debriefing with Central BAFIA (second meeting)	Mr. Ghaemi Advisor to the Minister & Director General of the Bureau for Aliens and Foreign Immigrants' Affairs	Mr. BARIKANI Secretary of Foreign Nationals Executive Co-ordination Council	Mr. Rostami Taresi Director of the 2nd Department (International Affairs))	Mr. Jafari Expert, International Affairs Department	Mr. Ghadamgahi Director of the 4th Department (Camps Affairs)