ETHIOPIA

Joint Assessment Mission (JAM) 2008

WFP/ UNHCR/ARRA

7 to 18 April
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Acronyms and Abbreviations used in the Report

ARRA: Administration for Refugee and Returnee Affairs
ART: Anti Retroviral Treatment
CHA: Community Health Agent
CS: Community Service
CSB: Corn Soya Blend
CTC: Community-based Therapeutic Care
EDP: Extended Delivery Point
EOC/DICAC: Ethiopian Orthodox Church/ Development and Inter-Church Aid Commission
EOS: Enhanced Outreach Service
FFW: Food-for-Work Programme
GAM: Global Acute Malnutrition
GI: Galvanized Iron
HIV/AIDS: Human Immuno Virus/Acquired Immuno Deficiency Syndrome
HOF: Head of Family
IDA: Iodine Deficiency Anaemia
IDP: Internally Displaced Person
IEC: Information, Education and Communication
IGA: Income Generating Activity
IP: Implementing Partner
ITN: Impregnated Treated Net
IRC: International Rescue Committee
IYCF: Infant and Young Child Feeding Practice
JAM: Joint Assessment Mission
JWSO: Jijiga Water Supply Office
LOU: Letter of Understanding
LWF: Lutheran World Federation
M&E: Monitoring and Evaluation
MoH: Ministry of Health
MOU: Memorandum of Understanding
MT: Metric Tonne
NFI: Non-Food Items
NGO: Non Governmental Organization
NRDEP: Natural Resources Development and Environmental Protection
PDM: Post-Distribution Monitoring
PHCT: Provider Initiated HIV Counselling and Testing
PMCT: Prevention of Mother to Child Transmission
PRRO: Protracted Relief and Recovery Operation
RADO: Rehabilitation and Development Organization
RH: Reproductive Health
RSD: Refugee Status Determination
SF: School Feeding Programme
SFP: Supplementary Feeding Programme
SGBV: Sexual and Gender Based Violence
SIM: Society of International Missionaries
SRS: Save the Rural Society
TBA: Traditional Birth Attendant
UNHCR: United Nations High Commission for Refugees
VCT: Voluntary Counselling and Testing
VOLREP: Voluntary Repatriation Programme
WFP: World Food Programme
WH: Weight for Height Ratio
ZOA: Zuid Ost Azie (South East Asia) Refugee Care, Dutch NGO
OVERVIEW

Between 7th and 18th April 2008, WFP, ARRA and UNHCR with the participation of NGOs, undertook a Joint Assessment Mission (JAM) in Ethiopia to review the food situation and assistance provided to Somali, Sudanese and Eritrean refugees under the WFP Protracted Relief and Recovery Operation (PRRO), project number 10127.2, which became operational on 1st January 2007.

The work of JAM 2008 was complemented with two other separate external missions. The first Mission, composed of three members from the WFP Regional Bureau in Kampala/Johannesburg specifically looked in detail into livelihood and food security issues and opportunities. The second Mission which was composed of one member each from WFP and UNHCR Headquarters focused on nutritional issues. The two missions have produced separate reports which can be considered complementary to this JAM report. Readers are advised to refer to these two documents for a more complete understanding of the issues affecting the lives of refugees in Ethiopia.

The objectives of the regular JAM, the subject of this report, were to assess the food and non-food requirements and the food security of refugees residing in Ethiopia by examining the socio-economic, health and nutritional situation of the various refugee populations. The mission assessed six camps: Aw-Barre/Teferiber and Kebri-Beyah in the east, hosting Somali refugees; Pugnido and Sherkole in the west, hosting Sudanese refugees; and Shimelba and Berhale in the north, hosting Eritrean refugees. Following a literature review of secondary data, the mission met with those responsible for the implementation of the PRRO in the different locations and held discussions with refugee committees, local host community members, women’s groups and beneficiaries in all of the camps visited.

Key JAM findings are highlighted in this overview and cover six areas of concern: 1) Refugee Numbers and Planning Figures; 2) Durable Solutions; 3) Livelihoods, Coping Mechanisms and the Potential for Self-reliance; 4) Health and Nutrition; 5) Food Basket Composition, Ration Scales, and Feeding Activities; 6) Education and School Feeding.

Detailed findings and recommendations on these areas of concern are presented in the main body of the report, alongside the other eight operational issues: 1) Food Pipeline, Resourcing and Deliveries; 2) Food Targeting and the Distribution Mechanism; 3) Logistics (Transportation, Food Storage and Management); 4) Non-Food Items; 5) Milling; 6) Monitoring and Reporting; 7) Coordination; 8) Water and sanitation. Where additional information is warranted, details are attached as annexes.
SUMMARY OF KEY FINDINGS

Refugee Numbers and Planning Figures
The number of Somali refugees has continued to decline, from 37,348 at the time of the last JAM to 25,879 in April 2008. However, with the current instability in Somalia no recommencement of repatriation is envisaged in the near future. It is therefore anticipated that by 2010 the combined population of the two camps – Aw-Barre/Teferiber and Kebri-Beyah – will rise to around 30,000 through natural growth and new arrivals. However, developments after the completion of the JAM indicate that this number is likely to increase substantially.

The cessation of civil war in southern Sudan has resulted in a substantial reduction in the Sudanese refugee population: from 87,596 in 2003 to 31,181 in March 2008. A repatriation programme is currently ongoing, and there are no significant new arrivals. If repatriation progresses at its current pace, the number of Sudanese refugees by the end of 2008 will probably not exceed 17,000 according to UNHCR plans. It is anticipated that by mid-2008 two of the four Sudanese camps will have closed.

The deteriorating situation in Eritrea has resulted in a substantial increase in the population at the main camp housing Eritrean refugees (Wala’nhibi up to 2003; Shimelba from 2004) from 4,241 in 2003 to 17,945 in March 2008. Monthly inflow here has increased from 150 in 2003 to a current figure of between 300 and 500. In addition, there are a further 3,852 Eritrean Afar refugees in the Berhale camp and surrounding weredas. A continuous influx is expected as long as the current economic and political situation prevails in Eritrea. With the current rate of influx, 21,545 refugees are expected to be hosted in Shimelba at the end of 2008.

Durable Solutions
The two Somali camps have accommodated several thousand refugees over a period of many years now and are having an increasingly serious impact on the local environment. There is no prospect of recommencing repatriation in the immediate future and thereby reducing camp populations. Serious attention is therefore required towards minimizing or reversing this detrimental environmental impact.

The continuation of the current programme of repatriation will have a substantial impact on the number of Sudanese refugees. Those remaining in the camps – that include some new arrivals fleeing insecurity in Darfur, and existing non-Sudanese refugees relocated from Ethiopian towns – will require continued assistance from the IPs and partner NGOs.

Durable solutions for Eritrean refugees are minimal and the prospect of repatriations occurring in the near future slight. An “out of camp policy” initiated by the Ethiopian government has encouraged some refugees to move to urban centres, however, once there they are technically prohibited from engaging in employment or private commerce. Some refugees – 1,107 since 2006 – have benefited from resettlement in a third country; however, the majority are not eligible for resettlement.
Livelihoods, Coping Mechanisms and the Potential for Self-reliance

In order to purchase complementary food and non-food items sale of part of the general ration is common in both Somali camps. Other sources of income include sale of firewood/charcoal, limited local employment (including child labour), and remittances from abroad. However, none of these coping mechanisms are sufficient to cover serious gaps that exist in the food supply.

Opportunities for self-reliance are likewise minimal in the Sudanese camps. Some refugees are able to conduct agricultural activities (cultivation and livestock-keeping) in limited space on their compounds, though the returns are meagre. Other sources of income include illegal fishing and hunting; farming outside the camps (also technically prohibited); and firewood/charcoal production and sale. Sale of part of the food ration is also common. IPs and NGOs have engaged in various schemes aimed at enhancing capacity for self-reliance, though to limited effect up to the present.

A diverse number of income-earning activities are adopted by Eritrean refugees at Shimelba. These range from subsistence generating occupations such as the sale of firewood, cultivation, and agricultural labour in host communities, to engagement in a flourishing private business sector, generally restricted to more affluent camp residents. A majority of the refugees are forced to sell part of their ration to make complementary and non-food purchases.

In all three areas limited employment opportunities and lack of access to land severely undermine the refugees’ potential for self-reliance. Meanwhile, competition over natural resources has often resulted in tension between the refugees and host communities.

Health and Nutrition

A. Health

Health services, including reproductive health, mother and child health support, HIV/AIDS awareness and prevention, have undergone further improvement in all camps since the 2003 JAM. Health infrastructure is in most cases adequate, and both staffing levels and drug supply are also satisfactory. Doctor-patient and health worker-patient ratios meet or exceed recommended levels in all camps, and access to treatment is generally good. The one exception is Berhale, whose health centre is inadequately staffed and equipped.

Mortality rates are stable and below the upper limits of normal rates for African populations. The principle causes of death are lower respiratory tract infection, intestinal parasite infection, tuberculosis, acute watery diarrhoea and malaria.

Efforts have been made through material incentive programmes to encourage women in the camps to attend health centres for childbirth. This has been highly successful, with some camps’ health centres recording 100% attendance for deliveries.

One aspect of refugee health identified in several camps as requiring greater attention is that of mental health. Conditions within the camps are in some cases adversely impacting upon the refugees’ mental state, and this aspect of their general health is one that is too often neglected.
B. Nutrition
The food aid basket and ration scale is identical for all refugees in Ethiopia and meets the recommended minimum requirements of 2,100 kcal/person/day. However, in the Somali camps malnutrition is a serious problem with a prevalence of over 10% WFH-Z score in both camps. This is connected to the poor condition of incoming new arrivals. Community based therapeutic care (CTC) and supplementary feeding programmes have been in operation since late 2007. In early 2008 CTC was treating a total of 31 severe malnutrition cases; and SFP 366 moderately malnourished children. The situation was particularly bad, and deteriorating, in Aw-Barre/Teferiber.

In the Sudanese camps the situation was much improved since the 2003 JAM. Malnutrition rates in the camps were within normal limits according to the last nutrition survey carried out in mid 2007. The micronutrient survey revealed a high prevalence of anaemia among under-fives. CTC and complementary feeding programmes had been running since 2007 – though some interruptions had occurred due to lack of supplies. Increased emphasis was placed on outreach activities partly through the efforts of newly recruited community health workers/assistants.

Records indicated a noticeable improvement in the situation of Eritrean refugees in Shimelba over the past 6-9 months thanks to recent health and nutrition initiatives, notably the complementary feeding programme for young children. Various initiatives taken in response to recommendations made by a nutrition review team in 2005 have also had a positive impact in the camp.

Unlike the prevalence of malnutrition which varies between acceptable and poor among camps, anaemia is invariably high in all refugee camps. The level among the under five and the women of reproductive age group is greater than 40%, a level indicating anaemia to be significant public health problem requiring intensive public health measures

Food Targeting and the Distribution Mechanism
The scooping system was generally observed to be working well in the camps, as were efforts to inform refugees of ration entitlements (partly through the efforts of refugee committees). However, some issues over the efficiency and accuracy of ration distribution were attributed to the lack of supervision and poor remuneration for refugees engaged in distribution.

Attention was drawn to the shortage of distribution sites in the Somali camps, and the poor infrastructure at existing sites that offer lack of shade for refugees distributing and waiting for rations. Similar criticisms were made of some distribution sites in the Sudanese camps. More systematic checks on the validity of ration cards were recommended in the Sudanese camps.

Education and School Feeding
Education was taking place in Aw-Barre/Teferiber and Kebri-Beyah at grades 1-4 and 1-6. Pre-schooling was also organised at both camps. However, no school feeding programmes were operational at either camp. While there are prospects for introducing school feeding in Aw-Barre in the near future, the same cannot be said for Kebri-Beyah camp for a number of reasons.

Due to ongoing repatriations the student population in the Sudanese camps has decreased substantially of late: in Sherkole from 1,595 in 2005 to 660 in early 2008; and in Pugnido from 6,460 to 4,092. School feeding programmes are being successfully implemented. However, there is a need for the construction of feeding halls at feeding centres in both
School registration at Shimelba has slightly decreased over the past year from 1,311 to 1,260; while pre-school enrolment increased from 256 to 308. A high dropout rate among girls was a notable area of concern. The school feeding programme for preschool and elementary school has 100% coverage.
DETAILED FINDINGS and RECOMMENDATIONS OF THE JAM MISSION 2008

1 Refugee Numbers and Planning Figures

Somali refugees

Some refugees in the camps entered Ethiopia as early as 1998, while others came in 1991 during the civil war preceding the collapse of the Siad Barre regime. Another influx – numbering 92,900 – arrived in 1994 after war erupted between factions in Northwestern Somalia. In addition, some Somali Ethiopians, who were previously refugees in Somalia, returned to Ethiopia in 1991 and settled in the camps as refugees.

The first successful revalidation exercise took place in September 1994, following which the total Somali refugee population went down from its peak of more than 625,000 to 184,900. After the influx of 92,900 refugees in November 1994, the numbers increased again to 277,800. They stayed at this level until a major revalidation exercise in November 1997, after which they decreased to around 242,000. Between 1997 and the last JAM in July 2003 no new arrivals from Somalia were admitted except for small numbers of urban refugees, mainly in Addis Ababa.

Repatriation activities started in earnest in 1998 when 47,684 Somalis were repatriated from Hartiseik, Teferiber and Derwonaji camps. In 1999, a further 22,990 were repatriated mostly from the same camps. In 2000, 2001 and 2002 the number of refugees repatriated or dispersed totalled respectively 51,493, 53,497 and 29,633. By the time of the last JAM in July 2003 Somali refugee numbers had been reduced to 37,348. The decline continued up to 2006, with the current total standing at 25,879. Due to crisis conditions now prevailing in their home country, repatriation is currently ruled out by camp residents, though it may be resumed if peace returns.

In February/March 2008 revalidation took place in both remaining camps, Kebri-Beyah and Aw-Barre/Teferiber. All stake holders – UNHCR, ARRA, refugee representatives and NGOs – took part in this process. Refugees were finger printed, photo identified/updated and documented on the UNHCR ProGress database. Stakeholders confirmed that the revalidation exercise in each camp was free, fair and open. A screening exercise for new arrivals near Kebri-Beyah was ongoing.

The current refugee population of Kebri-Beyah is 16,879, and in Aw-Barre/Teferiber is 9,000. Kebri-Bayeh is at full capacity and its population is projected to grow only through natural increase (newborn children to existing refugees) to 17,372 in 2009 and 18,120 in 2010. Aw-Barre/Teferiber has the capacity to house some 2,000 more refugees and it is anticipated the camp will expand to 11,000 in 2009. Taking into account natural increases, 2010 projections for Aw-Barre/Teferiber lie in the range of 11,500-11,800. Owing to anticipated increases in the Somali refugee numbers, preparations are underway for opening up a third camp at a site called Sheder.

Out of 2,258 new arrivals recently screened, 1,585 have been granted asylum; of whom 508 have been transported to Aw-Barre/Teferiber.

Sudanese refugees

Sudanese refugees began arriving in Ethiopia in the early 1980s following the resurgence of the Sudanese civil war. During these years of massive influx, the Sudanese refugee population exceeded 500,000. However, by the 2003 JAM it had decreased substantially to
87,596. In March 2008, the total was 31,181, hosted in 4 refugee camps (Pugnido, Sherkole, Bonga and Dimma).

Early revalidation exercises in Bonga (in 1998), Dimma (1999), Pugnido (2000) and Sherkole (2001) led to substantial reductions in camp numbers (though new arrivals and natural births soon resulted in renewed growth). A revalidation carried out in Dimma in May 2005 was exceptionally successful in terms of weeding out multiple ration card holders and locals registered as refugees (the camp population was reduced by more than half after the revalidation). However, results from other exercises (eg. Sherkole, July 2004 and Pugnido, November 2005) were not so impressive and proved to be controversial. WFP expressed reservations about the manner the re-registrations/revalidations were conducted in these two camps. The complaints related to poor screening of refugees compromising the reliability of the final figures.

Considerable improvements have been achieved with regard to maintenance of reliable population figures since then, following UNHCR’s increased use of its ProgGres database system. The new system enables continuous verification of the status of refugees thereby minimizing the need for more frequent re-registration/re-validation exercises which opens the door for old refugees as well as locals to register as new arrivals. The issue of providing ID cards for Sudanese as well as other refugees in the country remains to be addressed. The issuance of ID cards would strengthen efforts to discourage locals from posing as refugees in order to receive food rations and other services provided to refugees.

While repatriation was slow to start following the signing of the Comprehensive Peace Agreement between the Government of Sudan and the SPLM/SPLA in January 2005, it has picked up considerable momentum in the last two years. Repatriation of Sudanese refugees to South Sudan started in March 2006 and has continued since then. Repatriation takes place during the dry season (December to May) and is halted during the months of June to November when heavy rains in Sudan render roads impassable.

Pugnido is currently the largest camp with a population of 19,019, followed by Sherkole with 7,241 refugees. Bonga and Dimma had populations of 2,300 and 2,615 respectively. In Pugnido, the Annuak ethnic group makes up about 53%, followed by the Nuer who constitute 46%. The balance is made up of other minority groups. In Sherkole, the dominant group is the Maban with about 75% of the total population. Uduks make up the vast majority in Bonga camp, and in Dimma the Nuer are dominant (about 70%).

There are no significant new arrivals to the Sudanese camps. However, Sherkole continues to receive occasional arrivals from Darfur, and some relocated urban refugees from Addis Ababa who came earlier from countries of the Great Lakes Region in Central Africa. Repatriation is now the main focus of activity in all Sudanese refugee camps.

If repatriation progresses in 2008 at its current pace, the number of Sudanese refugees by the end of 2008 will probably not exceed 17,000 according to UNHCR plans. It is anticipated that by mid 2008 all but two of the Sudanese camps will have closed.

Eritrean refugees
The first Eritrean refugees, mainly Kunama from the lowlands of Gasha Barka region, entered Ethiopia following the Ethio-Eritrean border conflict in 1998-2000. They were initially settled in Wala’nhibi, which at the time of the 2003 JAM had a population of 4,241 and was receiving an average monthly intake of 150 new arrivals. In May 2004 Eritrean
refugees were moved to Shimelba camp. The current population consists predominantly of young educated men targeted for universal military conscription in Eritrea. Other key factors contributing to the influx of refugees into Ethiopia include economic stagnation and the introduction of food and non-food rationing; restrictions of movement; and religious persecution.

Currently, refugee reception and registration consists of a network of entry points across the Ethiopian frontier. Within the network, ARRA transports asylum seekers to a central processing point at Indabaguna, 25 km south of Shirie Indasellassie. There are seventeen entry points. The main entry points are Rama, Humera, Badema, Kaesaiber, Adigrat, Egeala, Shiraro and Zalambessa. Refugees stay an average of a week in the reception centre from where they are transported to Shimelba with a ration card. The screening centre has separate accommodation sites for men and women. However, the current reception centre is not adequate to accommodate the increasing number of refugees. Registration is done by UNHCR and ARRA. The bio-data of the asylum seeker is stored into UNHCR ProgGres data base.

Revalidation exercises were carried out in May 2002, and most recently in November 2004. Some difficulty was encountered in differentiating locals from refugees. Absence of photographs in the old database also complicated revalidation. The next revalidation is planned for June 2008.

In early 2006 the camp population was 11,091, increasing to 13,217 by the end of the year. The current population – as at 31 March 2008 – is 17,945. The male to female ratio is 3.6:1.0, men comprising over three quarters of the population. Similarly, the 17-59 age group makes up more than three quarters of the total population. Under-fives constitute less than 10%.

The Tigrigna ethnic group constituted nearly three quarters of the total population, and Kunama around one fifth. Other minority groups like Saho, Tigre, Bilen, Afar and Nara comprise less than 3%. Tigrigna refugees are mainly young single men of urban origin, while Kunama are mainly from the extended families of rural agro-pastoralists.

The number of new arrivals has increased to a monthly range of 300-500 since the last quarter of 2007. A continuous influx is expected as long as the current, political, social and economic situation prevails in Eritrea. Last year’s trends indicated the number started to rise in January and then declined from April to June. The next peak started from September. Revival of the unsettled Ethio-Eritrean border conflict may result in mass influx. UNHCR and ARRA have no early warning system in place for any unanticipated mass influx.

With the current rate of influx, 21, 545 refugees are expected to be hosted in Ethiopia at the end of 2008. However, a more realistic figure can be forecasted after the revalidation exercise planned for June 2008.

In addition to Kunama and Tigrigna refugees from Eritrea at Shimelba, in January 2007 a total of 3,852 Eritrean Afar refugees were registered. They were integrated into local communities in three woredas in Afar Zone: Berhale, Abala and Dalol. In January 2008, Berhale camp was established to host these refugees. However, only 230 households (comprised of 578 beneficiaries) moved. While Eritrean Afar have historically crossed the border at times of economic or political strife, a particularly large influx was noted three years ago, with the majority coming from the Tio district of Eritrea.
Despite continuous influx and population increase by other factors such as new births, no population update has been undertaken for Eritrean Afar refugees since the registration in January 2007. It is therefore difficult to predict seasonal patterns in the influx of Afar refugees. ARRA began work in the camp in December 2007 mainly food and non-food item distribution. UNHCR also initiated a modest intervention to address the needs of the Eritrean Afar refugees. The involvement of UNHCR has remained thus far as a “watching brief” which started in 2007 although indications are that as the situation worsens in Eritrea, the influx of persons seeking refuge continues to grow.

The newly established Berhale refugee camp is located 120 km south east of Mekele and 65 km from the Ethio-Eritrean border. Very few refugees moved to the camp. Reasons behind this reluctance to move included lack of transportation, better clan support in the areas where refugees currently live, and inadequate infrastructure and health care provision in the new camp. Refugees in Abala expressed their disappointment that only the head of the family was registered as a refugee when households were composed of 5-8 persons. As a result, most refugees in Abala opt not to travel the long distance to Berhale to collect their monthly ration.

Recommendations on Refugee Numbers and Planning Figures

- Re-visit the issue of introducing ID cards for all refugees in Ethiopia.
- Continue verification of existing refugees in order to weed out locals posing as refugees or to identify refugees in possession of multiple ration cards.
- UNHCR to fast track the entering of the revalidated list of beneficiaries into their database and to ensure the speedy replacement of ration cards to ease tension at distribution sites.
- UNHCR/ARRA to work on the infrastructural facilities in Aw-Barre/Teferiber camp to meet the needs of the newly allocated refugees to the camp as soon as possible.
- Emergency rations and a health and sanitation response is required for Somali asylum seekers awaiting screening because many children and adults are arriving at screening centres malnourished and in need of medical attention.

2 Durable Solutions

Somali refugees

The two existing camps have been hosting thousands of Somali refugees for many years now. As a result, total depletion of environmental resources has occurred in each camp at an average 15 km range. Refugees cut down trees for construction of shelters and production of charcoal for sale. Consequently wide deforestation has occurred, causing soil erosion and the creation of water gullies. This has had a negative impact on agricultural yield in local farmlands. Water resources are also depleted, resulting in water scarcity around the camps. These issues require addressing. With the current instability in Somalia voluntary repatriation does not appear practical in the near future.

Sudanese refugees

Repatriation is the ultimate and durable solution for refugees in all western camps. Although this is the most preferred means to end their camp life, some have also indicated that resettlement to third countries such as USA, Canada, or Australia would be another option. Meanwhile, if they are provided with land, tools, improved seeds and animals, refugees have expressed that they could be more productive and self-reliant during their stay in the camps. Some refugees who have come from urban livelihoods (Congolese, Rwandese, and Ugandan nationals) are not comfortable with rural settlement and requested transfers to Addis Ababa or other urban areas.
For the vast majority, resettlement to third countries is neither appropriate nor feasible given the acceptable prevailing levels of protection and health conditions which render them ineligible for resettlement according to UNHCR guidelines. According to UNHCR policy, the best solution is voluntary repatriation. Where this is not possible, assimilation within the country of asylum (local settlement) is in most circumstances preferable to resettlement in another country, particularly for large groups and in cases where resettlement would take place in a cultural environment alien to the refugees. Resettlement should only be considered when refugees cannot repatriate, cannot settle in the country of first asylum, or are at risk in their country of refuge. Local integration within the host communities is also currently not an option, due mainly to Ethiopian government policy. Refugees are not entitled to land for agricultural activities, and their movement outside the camps is severely restricted. In light of the above, repatriation is the only realistic option.

**Eritrean refugees**

At present, durable solutions for Eritrean refugees are minimal. Given the current situation in Eritrea, the prospect for repatriation is extremely low in the near future. Successful local integration of refugees is also unlikely. However, in 2007 the Ethiopian government initiated an “out of camp policy” for those interested in moving to urban centres to live on their own. While this is a good initiative, very few (around 130) refugees have registered for the scheme. Moreover, as a matter of policy, refugees are prohibited from entering employment or conducting private business outside the camps.

More Eritrean refugees benefit from resettlement than other means of durable solutions. However, resettlement is selective and benefits mainly cases having protection concerns and health problems. Since 2006, only 1,107 refugees have been resettled in a third country. In 2007, UNHCR initiated a time case resettlement programme which would benefit more refugees in the camp than ever before.

**Recommendations on Durable Solutions**

- UNHCR/Gaia Association and UNHCR/LWF in Somali camps should continue providing adequate kerosene/ethanol fuel and stoves to minimize refugees’ search for firewood.
- NGOs to implement FFW activities in refugee impacted areas with the objective of rehabilitating refugee impacted lands.
- UNHCR and ARRA should continue to facilitate voluntary repatriation of Sudanese refugees from Pugnido and Sherkole and make sure that the refugees are equipped with adequate livelihood strategies.
- UNHCR and ARRA need to assess the situation of Congolese, Rwandese and Ugandan refugees who have come from urban areas and to facilitate their resettlement.
- Continue dialogue with the government so that refugees have access to private business activities under the “out of camp policy”.

3. **Livelihoods, Coping Mechanisms and the Potential for Self-reliance**

**Somali refugees**

The absence of complementary food (vegetables, milk, tea, meat etc.) and non-food items (clothing, plastic sheeting for shelter, kitchen utensils etc.) has compelled refugees in both camps to sell their monthly grain (wheat/maize) entitlements. Refugees reported that they sold 50-60% of their rations to purchase the above-mentioned food and non-food items. In
addition, refugees also bought what they call soft food commodities – rice, spaghetti and wheat flour.

Most households interviewed in Aw-Barre/Teferiber reported a 5-8 day gap in food supply; in Kebri-Beyah the gap was 10-15 days. This gap is attributed to rising food prices over recent months, exacerbated by a growing discrepancy between prices obtained for items sold (wheat/maize) and those purchased (such as rice or spaghetti). In Kebri-Beyah 50 kg maize costs 300; while 50 kg rice goes for 422 birr. In Aw-Barre/Teferiber 100 kg wheat costs 3-400 birr; while 100 kg rice goes for 750 birr.

The following coping mechanisms are practiced by Somali refugees: increased sales of firewood and charcoal; sending children to work as maids/shepherds out of the camps; borrowing of food on credit; increased daily labour work; seeking remittances from relatives abroad; and reduction of meals to twice a day for adults.

Sudanese refugees
Since their arrival in Ethiopia, Sudanese refugees have been almost entirely dependent on humanitarian assistance. Opportunities for self-reliance have been extremely limited due to their lack of access to natural and economic resources. Ethiopian government policy prohibits land ownership by refugees thereby ruling out agricultural self-sufficiency. Meanwhile, movement outside the camps is restricted, curtailing possible employment opportunities.

Some refugees, with very small plots of land within their family compound, have managed to plant vegetables and other crops. However, interview results showed that only half of those interviewed (40 households) have spare backyard land. Even those with land are only able to produce insignificant quantities of maize and vegetables once a year, which is entirely used for consumption. A little more than 25% of the households interviewed reported that they keep a few animals (mainly goats and chicken) mostly to complement their consumption needs. At the same time, refugees’ access to food has been badly affected by the global food shortage that has limited supply to local markets and resulted in particularly high prices. Refugees are consequently heavily reliant on WFP rations.

Alternative income sources accessible to refugees are limited. They include remittances from relatives living in other countries; part sale of food rations; sale of animals; and daily labour. Survey data indicated that about 500 refugees in Pugnido and Sherkole (including 35% of the interviewed households) are engaged in daily labour and work for NGOs earning 2-400 birr per month. About 40% of the interviewed households collect firewood for fuel/cooking. 10% obtained income from sale of animals or animal products. Some refugees are engaged in small business activities such as tailoring, local beer/liquor production and sale, running small restaurants. However, the overall impact on livelihoods from such activities is minimal.

Additionally, refugees spend part of their cash income on other non-food items such as clothes, medication, transport, milling costs etc., thereby restricting the amount available for food purchase. Unfavourable trading conditions have also seriously affected refugees’ access to food. For instance, refugees might sell one litre of cooking oil for 12 birr when they require cash for other needs; later on they are forced to pay more than twice this amount for the same quantity of oil.

In Pugnido and Sherkole refugees are forced to adopt often precarious coping strategies. These include illegal fishing and hunting; farming outside the camps; firewood collection and charcoal production for sale (as confirmed by 35% of the 40 interviewed households);
sharing and borrowing of food and cash resources with relatives (as reported by 10% of interviewed households). These activities sometimes resulted in conflicts with host communities. As a result, many refugees are forced to adopt consumption related strategies such as reducing and skipping meals (45% of interviewed households), consumption of less preferred foods including wild foods etc.

International and local NGOs have participated in the refugee assistance operation in different intervention areas. The IRC, for example, has undertaken activities connected to water supply; income generation activities (IGAs), for female heads of households, elderly and disabled refugees; and capacity building through training and workshops for refugee community leaders. ZOA has conducted vocational training (bamboo craft, pottery, weaving, dyeing, beekeeping, etc.) and IGAs. Numerous other NGOs (including SIM, RADO, EOC/DICAC) have been involved in skill training and environmental protection activities that can contribute to refugees’ self-reliance efforts. However, such interventions have so far had a limited impact on both refugee livelihoods and the rehabilitation of refugee impacted natural resources.

**Eritrean refugees**

According to focus group discussions with refugees, available income sources in the Eritrean camps include: sale of firewood; brewing of local drinks; poultry-rearing; cultivation; agricultural labour in host communities; herding; and crop sharing with local communities. A handful of refugees, mainly Tigrigna, earn a living running small businesses that include cafes, restaurants, video shops, boutiques, and generator power supplies. Such activities require start-up capital to which few refugees have access. Nearly 300 refugees, identified as middle class, are employed as incentive workers of IPs (ZOA, IRC, NRDEP, and ARRA), working in the camp. More hazardous self-reliance activities include sex work and child labour. Meanwhile, firewood collection and livestock keeping have been a point of conflict over resources with local communities. Five percent of the total refugee population (mostly Tigrigna speakers) rely on remittances from relatives living abroad. For the majority, access to cash for other food and non-food items occurs through sale of part of their general ration.

A paltry 10% success rate was reported by the IPs implementing IGA programmes in the camp even though grants in kind of 5-6,000 birr were given to the beneficiaries. This is in sharp contrast to the thriving private businesses observed in the camp. It was further noted that on average, female entrepreneurs (who owned tea shops, hair salons, boutiques, food spice shops and hand knitting shops) fared better than their male compatriots, with their businesses surviving into a second year when male-owned enterprises tended not to survive that long. Explanations given for the high failure rate in male-owned businesses included lack of raw materials, lack of a market, shortage of capital, limited technical capacity in handling finance, lack of entrepreneurial skills, and the incorrect targeting of beneficiaries.

Agricultural activities are common among the refugees. Both Kunama and a few Tigrigna keep domestic animals (goats, chicken, ducks) – usually not more than three. A handful own cows and camels. Kunama also grow sorghum in their backyards. There was negligible support in the form of agricultural extension services, such as advice on suitable crops, provision of seedlings, farm equipment and fertilizers and access to assorted seeds. As a stop gap measure, this past year, ZOA in collaboration with the local woreda office, provided agricultural tools, seedlings and technical assistance to 150 households. Each family has a plot of approximately 45-50 square metres.
Some refugees participate in crop-sharing arrangements with local communities during the harvest season from June to September. In return for their assistance refugees receive 25% - 75% of the yield depending on the contractual agreement between the land owner and the refugee. For example, those Kunama who have oxen and accomplish all labour activities will receive 75% of the total crop, while the few Tigrigna who have no oxen and only provide labour receive 25%. However, complications with crop sharing can arise. Sometimes refugees are denied their share. Moreover, harvest failure is not uncommon in this area.

ZOA runs a small scale agricultural scheme on 1.5 hectares of land. 75 refugees are taking part in the scheme, 15 of whom are females. 3 hand-dug wells are in use though the water levels are not sufficient and are prone to dry up. Factors preventing expansion of small scale agricultural activities in the camp include land shortage; conflicts of interest with the host community; water shortage (all water points are hand-dug and shallow, yielding very little water); no provision of fertilizers, assorted seeds and insecticides. The livestock population has declined due to shortage of grazing land and the unavailability of veterinary services.

In Berhale, the majority of Afar refugees arrived in Ethiopia with few assets. The host community supports the refugees in a variety of ways including traditional sharing of food and direct financial support. Some refugees who have relatives in Ethiopia do have access to livestock ownership. A few refugees obtain cash through salt mining, fetching of water for camels, and the collection and sale of firewood. However, these activities require the ownership of a camel for transportation.

**Recommendations on Livelihoods, Coping Mechanisms and the Potential for Self-reliance**

- UNHCR should provide complementary food and non-food items such as clothes, kitchen utensils, plastic sheeting to minimize food sales.
- To avoid the sale of grain food ration, culturally accepted food commodities (rice and wheat) should be provided instead of maize grains whenever possible.
- WFP in collaboration with IPs need to revisit the issue of re-starting FFA activities so that refugees can have complementary incomes/food to improve their food security situation. This type of intervention will also speed up the environmental rehabilitation process in refugee impacted areas.
- Provision of systematic and regular technical assistance for small businesses in the areas of bookkeeping, business management, location selection and savings schemes (IRC, ZOA, ARRA).
- Provision of agricultural inputs such as tools, seeds and technical assistance by IPs in conjunction with local woreda office.
- Assistance in identifying and establishing markets for products of refugee businesses through sales points in large urban centres.
- Establishment of common market places serving host and refugee communities. (ARRA, local administration).
- Mediation with local communities over issues such as seasonal employment, sharing common resources, conflict management. (ARRA, ZOA)
- Relieving demand for firewood through utilization of alternative energy sources such as portable generators and ethanol.
4 Health and Nutrition

A. Health

Somali refugees
Health risks prevention, HIV/AIDS prevention, mother and child health support, nutrition and water sanitation, and physical rehabilitation services are all provided at Aw-Barre/Teferiber and Kebri-Beyah. Kebri-Beyah has extended its services to include expanded control of communicable diseases, comprehensive reproductive health services, chronic disease management and mental health support. While infrastructure in Aw-Barre/Teferiber is more limited (much of it is temporary), and staff and materials insufficient, the health situation there has been good and appears stable. Most essential drugs are available in both camps’ health centres.

Major causes of death are lower respiratory tract infection, intestinal parasite infection, tuberculosis, acute watery diarrhoea, and sepsis. Mortality reports from health facilities are underreported and unreliable to indicate the real situation. In late 2007 the crude mortality rate report from the health facility was 0.2/1,000/month in Kebri-Beyah – the under-five rate was 0.2/1,000/month. In Aw-Barre/Teferiber the figures were 0.24/10,000/day and 0.32/10,000/day respectively. These are within the normal range for developing countries. However, better estimates of mortality rates are obtained during nutrition surveys. Such surveys indicate that the mortality rates from health facilities are highly underreported. For instance, in 2007, mortality estimate from the nutrition survey in Kebri Beyah was four times higher than what is reported from the health centre.

In both camps there are two wards for in-patients: one for men and the other for women and children. In Kebri-Beyah each ward consists of six beds, in Aw-Barre/Teferiber of three. Bed occupancy in early 2008 was 14% and 5% per month respectively. The average length of stay in Kebri-Beyah was 2.6 days. In serious cases, referrals are to Jijiga Hospital. Kebri-Bayeh has four outpatients departments treating adults and over-fives, under-fives, TB (47 cases from Jan-March 2008) and leprosy (no cases in 2008) sufferers. Aw-Barre/Teferiber has two departments treating adults and over-fives, and under-fives. The consultation rate was 15.4/clinician/day in outpatients in both camps. Kebri-Bayeh has a fully functioning laboratory service (sputum smear positive rate was 1.6%; prevalence of syphilis 0%).

In Kebri-Beyah in early 2008 average total vaccination coverage among under-fives was 73.8%. The dropout rate was 12.8%, slightly higher than normal. A vitamin A prophylaxis supplementation campaign was run in Dec. 2007. Postnatal vitamin A distribution stood at 90.2% (82.7% in Aw-Barre/Teferiber). Growth monitoring was done on all patients visiting for treatment. An Infant and Young Child Feeding programme was initiated in February 2008 encouraging initiative breastfeeding at birth, exclusive breastfeeding, complementary foods at 6 months, and frequency of feeding. This programme requires further support.

Mother and child health units provided antenatal and postnatal care services at both camps. Incentives (a blanket, soap and cloth for wrapping the newborn child) are provided to encourage mothers to give birth at the health centre in Kebri-Beyah. Coverage of complete antenatal and postnatal care was 100% (rising from 95%) in early 2008. In Aw-Barre/Teferiber these stood at just 30% and 10%.
HIV/AIDS awareness creation programmes and condom distribution are in place in both camps, although voluntary counselling and testing occurs only in Kebri-Beyah.

Kebri-Beyah has a total of 50 medical staff including doctors, nurses, a midwife, health assistants, a pharmacist and a nutrition supervisor; there are also 50 community outreach workers. These are sufficient to provide comprehensive health services. In Aw-Barre/Tefreiber there are just 8 medical staff and 24 outreach workers. However, despite the lack of staff, and temporary infrastructure, in Aw-Barre/Tefreiber access to health services remains good. Doctor-patient ratios stand at between 1:15-20,000 at both camps. Community Health Worker and Traditional Birth Attendant rations are 1:1,000 and 1:2,500 respectively. These match UNHCR/sphere standards.

Sudanese refugees
Health services and the condition of refugees have dramatically improved since the 2003 JAM. Basic health services – namely maternal and child health, control and prevention of common disease and injuries, epidemic control, essential drugs supply, adequate safe water supply, proper nutrition, HIV/AIDS control and prevention and physical rehabilitation – are provided in the Sudanese camps. A community based health programme, including health promotion and defaulter tracing and referral was also initiated in 2007.

The Higher Commissioner’s special health and nutrition project has been ongoing since 2007. This project aims to enhance the provision of health services in Pugnido: improving supply of drugs and medical equipment; construction of a new health centre; hiring additional health staff and community volunteers; provision of non-food items; and capacity building.

In order of frequency, acute respiratory tract and intestinal parasitic infection, watery diarrhoea, skin disease, malaria and eye infection are the leading causes of morbidity. These diseases account for more than half of outpatient consultations among the adult population, and three-quarters among the under-five population.

Like other refugee camps, mortality rates in Pugnido are under reported and not helpful to draw reliable conclusions from them. For instance, the mortality rate estimate during a nutrition survey undertaken in 2007 was 25 times higher than what was reported from the health facility. However, death rates have declined since 2003. According to the 2007 UNHCR-RLO Nutrition survey, the crude (total) mortality/death rate was 0.55/10,000/day for Annuak, 0.2/10,000/day for Nuer and 0.43/10,000/day for Sherkole. The corresponding rates for under-fives were 1.35/10,000/day, 0.37/10,000/day and 0.92/10,000/day. Health service utilization rate in Pugnido is the lowest among all camps in Ethiopia with consultations per clinician per day of 14. The corresponding figure for Sherkole is 30. Malaria is a biannual epidemic disease in Pugnido and Sherkole, though malaria cases have been declining significantly since 2006. Introduction of rapid test and coartem treatment, and impregnated net distribution appears to have contributed to this reduction. Full immunization and measles vaccination coverage are 100% for Sherkole and 83% and 78% respectively for Pugnido. Live births attended by skilled personal were 86% for Sherkole and more than 95% for Pugnido. However, in Pugnido, an emergency obstetrics and neonatal care service is only provided during working hours due to poor security conditions.

Contraceptive use was less than 1% in Pugnido while it reached 9% in Sherkole. The prevalence of syphilis among ANC clients is 6.4% for Pugnido and 1.7% for Sherkole. HIV prevalence among VCT clients was 7.6% for Pugnido and 0.5% for Sherkole.
The HIV/AIDS control and prevention programme includes AB/OP, VCT, PIHCT which are available in both camps. ART, PMTCT and palliative cares are in the pipeline. However, all HIV/AIDS programmes – particularly prevention – are insufficient despite a substantial injection of funds. Inadequate experience on implementation of HIV/AIDS programmes is observed among IPs. Bringing on board experienced implementing partners on community based HIV/AIDS programmes is desirable. Clinical management of rape survival service is available in Pugnido and Sherkole while strong prevention of SGBV is only available in Sherkole.

The average doctor to population ratio is at the recommended level in both camps (1:19,019 for Pugnido and 1:7,241 for Sherkole). Moreover, the ratio of Community Health Workers (CHW) and Traditional Birth Attendants (TBA) exceed recommended ratios of 1:1,000 and 1:2,500: ratios are 1:483 and 1:1,206 in Sherkole; and 1:792 and 1:1358 in Pugnido.

The main gaps in health service provision are the unacceptable rate of contraceptive prevalence, the lack of a community-based sexual and reproductive health (SRH) programme in Pugnido, and the lack of psychosocial and mental health services.

_Eritrean refugees_

There have been significant improvements in health services in Shimelba over the past two years, thanks in large part to the Higher Commissioner’s additional funding. This enabled increased staff levels, promotion of community-based activities, improved mosquito net coverage (above 90% in the general population), and heightened access for young children to complementary food. Various training activities in nutrition and child health were undertaken involving professional and refugee health staff.

The mortality rate is stable and below target, although mortality reports in Shimelba are an unreliable indicator as they are commonly underreported and the population figure used to calculate the rate is higher than the actual number of people living in the camp. However, compared to other refugee camps the magnitude of discrepancy between what is reported from the health facility and what is obtained during nutrition surveys is much better. Mortality estimates of nutrition survey are only 1.5 times higher the reports from health facilities.

The outpatient system requires the refugee to register a day prior to obtaining treatment. This system has successfully prevented morning overcrowding – a feature of the more common system which involves registration early on the same day as treatment. However, it requires the establishment of sound criteria to ensure that emergency cases receive appropriate care at the time of arrival.

Reproductive health is an area which showed significant improvement. Delivery by skilled staff has increased from 27% in 2006 to 90% in 2008. This has been achieved by making the service more patient-friendly, providing ambulance services for pregnant women before and after delivery, improving communication, and providing material incentives like towels, clothes, soap and a blanket after delivery. However, some dissatisfaction remained among patients. For example, Kunama women indicated one reason women preferred home delivery was the cultural ceremonies organized there for women in labour. Another source of dissatisfaction was fear of episiotomy (enlargement by incision to facilitate childbirth), which is more common when labour is performed by trained staff. There may be valid reasons to perform episiotomy, however restricted use is recommended.
The population of the Eritrean camp has a skewed sex ratio wherein the majority of the population is comprised of single educated males (and some single educated females). Separation from families, lack of support and idleness has resulted in widespread mental health issues which if left untreated could deteriorate seriously. Lack of productive employment opportunities for the educated refugee population remains a major challenge. With the increase in the number of single males violence against women is high, as is the potential for the spread of sexually transmitted infections including HIV/AIDS. The refugee camp has the highest incidence rate of sexually transmitted infection of all refugee camps in Ethiopia. However, condom distribution is low considering the large sexually active male population in the camp.

While several health indicators have improved, areas of concern remain. These include 24/7 emergency availability of staff, proper interaction between service provider and client, adherence to working hours, and promptness of service. Current practice in the camp is for the major part of the day in the outpatient and inpatients to be covered by the refugee staff. While it is commendable to recruit staff from the refugee community, it is necessary to ensure that the work of refugees is recognized and reasonable remuneration paid. According to the discussion and observations made, refugee staff tend to cover non-working (lunch and tea breaks) and emergency hours. Shifts for refugee health staff often exceed 12 working hours and they remain under-rewarded. For example, a refugee nurse is paid 350 birr a month which is equal to a payment made to a CHA. As a result, trained and experienced refugee staff are attracted to IPs which offer higher salaries.

The health centre servicing Afar refugees at Berhale is inadequately staffed and equipped. Moreover, the service is mainly clinical, and public health interventions do not target refugees. The last Enhanced Outreach Service (EOS) combining measles immunization, de-worming and vitamin A components, targeting under-fives was carried out in January 2008. The date of the next EOS is unpredictable and depends on resource availability. Shortly before the arrival of the mission, ARRA sent health personnel to provide a clinical service as a temporary measure to ease the burden on the local health service. Moreover, ARRA donated a substantial quantity of essential drugs and medical supplies to the local health centre. However, no preventive health services have been provided at Berhale so far.

**Recommendations on Health**

- UNHCR and ARRA country offices should monitor health services, ensure the proper provision of IEC materials, and maintain drug provision in Somali camps.
- More attention should be paid by ARRA medical staff on data collection as existing information is patchy and often unreliable.
- ARRA and UNHCR should build a new health centre that meets required standards in Aw-Barre/Tefiber as soon as possible, with a laboratory service and improved staffing levels.
- Maintain levels of mosquito net distribution in northern and western camps above 90% with priority to under-fives, HIV/AIDS victims and other vulnerable groups; with a 100% target for pregnant women through provision of nets at the time of the first antenatal visit.
- Enhance provider–patient interaction and design strategies for reducing staff turnover to improve health service delivery and to minimize misunderstandings with the refugee community.
- More resources should be devoted to treating mental health issues.
- Strengthen HIV/AIDS prevention and control programmes in the western camps.
- Ensure that all pregnant women have undergone haemoglobin testing during each visit, that anaemia is detected and treated and the prophylactic dose of iron and folate is provided with follow up on compliance.

B. Nutrition

Somali refugees

Based on the 2007 joint Nutrition survey, the prevalence of acute malnutrition (GAM) in Kebri-Beyah was 10.4% and Severe Acute Malnutrition (SAM) was 1.1% both expressed in WFH of Z score; and in Aw-Barre/Teferiber 10.8% and 1.6%. This indicates poor nutritional status. The major reasons identified for nutritional status deterioration are: a) current drought and the sharing of resources; b) culturally unacceptable food rations (maize); c) new arrivals who are already starved, weak and sick; d) lack of outreach activities/early warning system for tracing moderate and severe malnourished children in Aw-Barre/Teferiber.

The following selective feeding programmes based on the nutrition protocols were in place at the end of Nov 2007: a) community based therapeutic care (CTC) for malnourished children with medical complications and outpatient therapeutic program for severe malnourished children with no medical complications; b) a supplementary feeding programme (SFP) for moderately malnourished children, pregnant/lactating mothers and social/medical cases; c) blanket feeding programs, reorganized nutrition programs, close monitoring and technical supervision.

For the CTC, F75 therapeutic milk was used for severe malnourished children with medical complications, and ready use therapeutic food (RUTF) for children without medical complications. In the SFP the following items were distributed: CSB, 200 gm/person/day, vegetable oil, 20 g/p/d, and sugar, 15 g/p/d.

In Kebri-Beyah a total of nine severely malnourished children were enrolled on the CTC (2 with medical complications, 7 with no medical complications). There are also 190 children who are moderately malnourished from a total 3,165 under-fives in the camp. A micronutrient (haemoglobin) survey was conducted in April 2008 at Kebri-Beyah. The prevalence of IDA for under-fives was 55% and for pregnant women 42.3%. Anaemia remains a major problem in this camp.

In Aw-Barre/Teferiber nutritional status seems to be deteriorating as there are currently 22 severe malnutrition cases, of whom 6 have oedema/kwashiorkor. There are also 176 children who are moderately malnourished from a total of 1,644 under-fives. The increased number of malnourished children, and severity of the cases, can be attributed to lack of outreach and early tracing facilities, and the fact that many are new arrivals who remain at the screening centre for long periods without receiving assistance. A micronutrient survey has not yet been conducted in Aw-Barre/Teferiber. However, the medical doctor in the health centre observed that iron deficiency anaemia is high among under-fives.

Sudanese refugees

The nutritional status of the Sudanese refugees has progressively improved or stabilized since 2003. The malnutrition rates among refugees in Sherkole and Pugnido are within normal limits. The 2007 nutrition survey revealed that the GAM, expressed in WFH of Z-score, was 9.7% for Nuer, 8.6% for Annuak and 7.0% for Sherkole. Though still within normal limits, these are rather high for a protracted but stable situation (<5% UNHCR-standard). There was
a downward trend in the rate of malnutrition among under-fives over the last three years in Pugnido, as evidenced in nutrition survey results.

A community based therapeutic (CTC) programme for severe malnutrition treatment has been implemented since 2007. Children with severe malnutrition with medical complications are admitted and treated in the facility. Moderate malnutrition cases, children between 6-12 months, pregnant and lactating mothers, and medical cases are targeted in supplementary feeding programme of CTC in Pugnido and Sherkole. However, the CTC programme is being interrupted and not fully implemented due to shortage of Plumpy Nut and other commodities. Thanks to funds from the High Commissioner’s special health and nutrition project, complementary feeding has been initiated and CSB has been provided for children from 13-36 months since June 2007 in Pugnido.

In Sherkole and Pugnido camps, promotion of infant and young child feeding practice (IYCFFP) has also been initiated at facility and community level with the help of an international consultant in 2007. Moreover, growth monitoring, screening for malnutrition, defaulter tracing and referral systems are included in the community based health programme using Community Health Workers and TBAs.

Following the introduction of the new food basket and ration scales in mid-2007, Nutrition Outreach Workers (8 for Pugnido and 3 for Sherkole) were recruited and employed in the two camps. The nutrition workers are part of the same supervision and monitoring system as the UNHCR-funded CHAs and Community Resource Persons (CRP), and are paid the same rate, though the nutrition workers are paid from the WFP budget. The nutrition workers (who are all women) are expected to focus more on nutrition outreach activities in the communities. Their main function is to pass key nutrition messages on good child care practices, maternal nutrition, sanitation, proper preparation and utilization of food rations, the relation between nutrition and good health and the like. In order to enhance the acceptability of CSB, campaigns were organized to provide key messages on the proper use of CSB and cooking demonstrations were held amongst refugee women with the active participation of nutrition outreach workers. Posters and recipes using CSB as a major ingredient in local dishes have been completed. A video documentary to demonstrate the various ways to prepare CSB has also been finalized. Preparations are underway to disseminate these teaching/demonstration materials to refugee camps.

The micronutrient survey conducted in Pugnido in May 2007 showed a high prevalence of anaemia among under-fives and pregnant mothers. The prevalence of anaemia among under-fives was 64.2% for Annuak, 67.5% for Nuer and 36.8% for Sherkole; and, among pregnant mothers, 55.3% for Annuak and 37.5% for Nuer. Deworming with Vitamin A supplementation and measles vaccination is conducted every six months for under-fives under the EOS programme in collaboration with UNICEF and MOH. Deworming and iron with folic acid prophylaxis is also provided for all pregnant mothers during antenatal visits and during the postnatal period. However these interventions are not adequate to reduce the prevalence of anaemia. Therefore immediate holistic interventions such as fortification, supplementary feeding, and public health measures aimed at prevention and control are required in Sherkole and Pugnido.

Eritrean refugees

A nutrition survey conducted at Shimelba in July 2007 found the malnutrition rate (GAM) among under-fives was 13.5% expressed in WFH of Z-score. Anaemia among under-fives and pregnant mothers was 34% and 34.5% respectively. Health and nutrition interventions
since then appear to have had a positive impact. SFP and CTC records indicate decreasing admissions – respectively from an average of 219 in Jan.-March 2007 to 145 in Jan.-March 2008. This improvement coincides with introduction of a complementary feeding programme for children aged 6–36 months and the introduction of a new ration scale by WFP.

In response to earlier alerts about the situation in the camp, and recommendations made by the nutrition review team in 2005, a number of critical actions were taken which appear to have improved overall nutrition. The following were the main recommendations from the nutrition review in 2005 and subsequent actions taken by UNHCR and WFP:

1. WFP increased the cereals component of the general ration by 2.5 kg per person per month as of August 2007 to compensate for milling losses. In addition CSB or Famix was included in the general food ration (50 grams per person per day or 1.5 kg of CSB per person per month).

2. UNHCR introduced blanket distribution of Famix (150 grams) to children aged 6-36 months to serve as a source of micronutrients. UNHCR blanket distribution will cease in the next few months. The subsequent inclusion of groundnuts is being considered.

3. Over the past year therapeutic feeding moved away from a clinic-based to a community-based approach (CTC), using Plumpy Nut (procured by UNHCR). Staff were trained by Concern and/or Valid International in this approach which is said to be working well. In addition to Plumpy Nut, children in the therapeutic feeding programme receive 125 grams of CSB (Famix) and 35 grams of oil per person per day. Plumpy Nut is not shared whereas Famix is. In the last 3-4 months no cases of severe acute malnutrition have been detected in Shimelba.

4. The number of community health/nutrition workers has been increased from 6 to 30. These workers not only identify and refer malnourished children to the health centre, but also give nutrition and health advice to women on breastfeeding, complementary feeding, importance of vaccinations, growth monitoring etc. Focus group discussions in Shimelba show that most women appear to understand the basic messages: exclusive breastfeeding for 6 months; initiation of breastfeeding within one hour after birth; avoidance of tea/water etc., during first 6 months; appropriate complementary feeding after 6 months.

Formal nutrition assessment at Berhale was not carried out during the mission. However, according to extensive discussion with the community and observation of selected households, many children complained of night blindness. The mission also observed cases of dryness of the cornea, particularly among those who have recently arrived. No case of kwashiorkor or severe emaciation was detected. The refugees who live in the camp still receive support from the local community to feed their children.

**Recommendations for Nutrition**

- Improve the quality of growth monitoring promotion of IYFCP in facility and at community level.
- Initiate intervention for micronutrient deficiency.
- Conduct further micronutrient (Vit-A, iodine and anaemia) surveys.
- SFPs for the moderately malnourished under-fives and pregnant and lactating women should continue at the current scale. Infants between 6-12 months should be included on their own in addition to the mother’s SFP ration regardless of nutritional status.
- Continue provision of complementary food to children between 6-36 months. Ensure intensive coverage of child health initiatives such as immunization, vitamin A supplementation, growth monitoring etc., by integrating clinical and nutrition services.
ARRA should intensify outreach activities aimed at community education and establish an early warning system to detect problems before they become severe.

5 Food Basket Composition, Ration Scales, Cards and Feeding Activities

As of August 2007, WFP Ethiopia introduced a new food basket and ration scale to all refugees in the country aimed at compensating for milling costs incurred as well as increasing the micronutrient content of the rations provided. In the previous PRRO different refugee caseloads had different ration scales. Sudanese and Eritrean refugees received per person per month a ration amounting to 15 kg cereals, 1.5 kg pulse, 0.9 kg vegetable oil, and 0.15 kg salt whereas Somalis received 15 kg cereals, 1.05 kg oil, 0.75 kg sugar, and 0.15 kg salt. The new ration is uniform for all refugees, consisting of 16 kg cereals (including top-up for covering milling costs), 1.5 kg blended food, 1.5 kg pulses, 0.9 kg vegetable oil, 0.45 kg sugar & 0.15 kg salt.

The selective feeding programme in all refugee camps for children 70-80% WFH, lactating mothers and pregnant women, includes 200 gm Famix, 15 gm sugar and 20 gm vegetable oil/person/day. A therapeutic feeding programme is provided for severely malnourished children (<70% WFH) and some refugees with specific medical problems. It is composed of 125 gm Famix, 35 gm V/oil, 25 gm sugar and 160 gm t/milk per person/day.

Somali refugees
The food situation among Somali refugees is one of concern. Food items in the basket do not meet cultural needs of the Somali. Refugees disapprove of the maize ration, leading to mass selling in the open market either in the adjacent town or directly at the camp. They also sell a large portion of their cereal ration. Proceeds enable them to purchase culturally accepted food items (pasta, rice, milk, tea, leaves) as well as non-food items. As a result of these sales refugees face a food gap of at least a week each month before the next distribution occurs.

Sudanese refugees
Sudanese refugees were particularly pleased with the inclusion of sugar in the new food basket. The need for selling other food items in order to buy sugar will be minimized and refugees will have more food available for consumption. The addition of fortified blended food in the general rations is also expected to contribute to improvements in the nutritional status of refugees in the future. Parallel to the introduction of blended foods in the general rations, efforts have also been made to increase the knowledge of refugees on the proper utilization of blended foods such as CSB and Famix. The addition of approximately 20% on top of the basic cereals rations of 13.5 kg cereals per person per month has also reduced the need for selling food rations to pay for milling, thus increasing the amount of food available for consumption.

The vast majority of refugees both in Pugnido and Sherkole prefer wheat grain to maize. The main reasons are the high exchange value of wheat and its lower milling cost. In spite of the fact that maize had been a traditional staple food crop for many Sudanese refugees, a significant number of refugees complain when WFP provides maize instead of wheat when wheat supplies are not available.

A thorough cohort observation and WFP’s previous PDM exercises indicated that one week before the next distribution is a difficult time in refugee households. The same quarterly PDM survey showed that after the increases in mid-2007, the ration is enough to last for the whole month even though some refugees dispute this finding. The inclusion of blended food
and sugar to the general ration has made a big difference in the general household food supply.

**Eritrean refugees**

It is estimated that refugees sell a third to a half of their ration to cover milling costs, purchase of other food items (fresh vegetables, spices, shiro etc.) and non-food items. The most commonly sold item is cereal, followed by pulse and CSB. As a result, most refugees face a shortfall of ration before the next distribution, reported to be in the range of 10–15 days. The most common coping mechanisms for shortfall in the monthly ration are reduction in the number of meals, dilution during preparation and borrowing from other refugees.

Refugees prefer wheat to other types of cereals due to its high sale value, ease of preparation, taste and lower milling cost. Sorghum is sometimes exchanged for wheat to produce local drinks mainly consumed by the Kunama. The blended food which has been introduced in the general ration in August 2007 is mixed with cereals to make *injera*.

In Berhale the daily food basket consists of 500 gm of wheat, 15 gm of oil and 50 gm of pulse per person. This is equivalent to 1,950 kcal of energy per person per day. Refugees are also entitled to 250 gm of salt each month. There were no complaints over the food composition. As in other camps, wheat is the most preferred cereal. Afar refugees lose a significant part of their ration through the costs arising from transporting and milling the cereal. The cost of transportation is 0.40 birr per kg; that of milling 0.28 birr per kg of ration. These expenses bring down the caloric provision to only 1,512 kcal per person per day.

**Recommendations on Food Basket Composition, Ration Scales, Cards and Feeding Activities**

- Provide complementary foods not included in the general ration (tomato, onion, pepper, shiro) and improve the supply of non-food items (plastic sheets, cloth, kitchen utensils).
- WFP/UNHCR/ARRA should investigate the feasibility of backyard gardening projects in the camps to produce fresh vegetables.
- Improve the ration scale at Berhale to compensate for transportation and milling costs.

**6 Food pipeline, Resourcing and Deliveries**

The current refugee food assistance project, PRRO 10127.2 became operational on 1st January 2007 and ends on 31st December 2008. The PRRO has faced funding constraints ever since it started operation. By the end of May 2008, out of the total funds (USD 42 million) needed to cover the revised total food requirements, only 50% were received against the appeal. Nevertheless, 67% of the total revised food commitments were actually resourced thanks to WFP’s utilization of cash advances from its Immediate Response Accounts (IRA) and from its Working Capital Fund (WCF) financing facility, using future contributions from donors to the PRRO as collateral. This very useful facility has helped avert food pipeline breaks and the attendant ration cuts to refugees. By the end of May 2008, the unpaid remaining balances from these advances stood at USD 3.8 million. Thanks to these loan advances, there have not been any rations cuts or skipping of ration distributions for any commodity except for sugar, which refugees did not receive in May and June 2008.
Food Committed, Resourced, and Received in Country under PRRO 10127.2 as at 31 May 2008 (in MT)

<table>
<thead>
<tr>
<th>Commodity</th>
<th>Revised Commitment</th>
<th>Resourced in Country</th>
<th>Received in Country</th>
<th>% Resourced vs. Revised Commitment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cereals</td>
<td>45,789</td>
<td>31,381</td>
<td>17,885</td>
<td>69%</td>
</tr>
<tr>
<td>Pulses</td>
<td>4,048</td>
<td>2,909</td>
<td>1,886</td>
<td>72%</td>
</tr>
<tr>
<td>Oil</td>
<td>2,586</td>
<td>1,767</td>
<td>1,119</td>
<td>68%</td>
</tr>
<tr>
<td>Blended Foods</td>
<td>5,890</td>
<td>3,184</td>
<td>1,413</td>
<td>54%</td>
</tr>
<tr>
<td>Sugar</td>
<td>1,456</td>
<td>1,001</td>
<td>415</td>
<td>69%</td>
</tr>
<tr>
<td>Salt</td>
<td>404</td>
<td>142</td>
<td>142</td>
<td>35%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>60,173</strong></td>
<td><strong>40,384</strong></td>
<td><strong>22,860</strong></td>
<td><strong>67%</strong></td>
</tr>
</tbody>
</table>

On a month to month basis, provision of monthly food rations to refugees has been by and large satisfactory. On the other hand, WFP has been unable to pre-position three month food buffer stocks especially to Sudanese refugee camps during the heavy rainy season (June-September) when these camps became difficult to access. This was mainly due to lack of sufficient in-country food stocks.

**Recommendations on Food pipeline, Resourcing and Deliveries**
- WFP should create buffer stocks to camps that are hard to access before the rainy season starts.
- WFP/ARRA to improve coordination in the delivery of food items, storage and handling.
- Action needs to be taken to ensure that the balance of food items, in particular cereals, are resourced and delivered on time in order to avert breaks in the food pipeline.

7 Food Targeting and the Distribution Mechanism

**Somali refugees**
In both camps direct distribution to heads of households is based on the family size system. Refugee involvement in the distribution process is high. All scoopers are refugee women and are paid 8 birr each distribution day. Porters are paid birr 1.50/100 kg to transport supplies from the warehouse to the distribution sites.

In order to ensure that refugees get their exact food entitlements the food committee ARRA/UNHCR/WFP and the refugee central committee briefed refugees on the type and quantity of ration to be given when the new food basket and ration scales were introduced in mid 2007. There are also boards at the distribution sites indicating the exact quantity/type of ration distributed. However, refugees did voice concerns over the distribution system. There is no priority given to vulnerable groups. There are insufficient distribution sites, and women and children are exposed to the sun as there is no shading at existing sites. The average wait time at the distribution sites is approximately 7-8 hours. Refugees also complained that there are small losses and miscalculations of ration as the scoopers are not performing their tasks properly. IPs shared this concern and suggested that in the absence of adequate supervisors the underpaid scoopers may have caused the problem.

**Sudanese refugees**
In Sudanese refugee camps, the scooping-based food distribution system continues to work well with the involvement of refugee food management committees. The distribution of
general rations in the camps usually starts at the beginning of each month and continues for up to ten days in some camps depending on the number of refugees. There are three distribution sites in Pugnido and another three in Sherkole; all are located close to the majority of refugees, within walking distances ranging from 5-30 minutes. Very few beneficiaries complain about the distance from their residence to the distribution sites, though the Annuak refugees in Pugnido reported paying to move their food rations from the distribution site to their tukuls.

The system put in place for checking the validity of ration cards is in general satisfactory. The procedure followed varies slightly from camp to camp. In Pugnido, UNHCR database clerks randomly choose some ration cards against information on their database when refugees appear to collect their food rations. This is done every month. On a quarterly basis every ration card is checked against information on the database to ensure that the ration card belongs to the proper household. In contrast, no verification of the ration card against the database is done in Sherkole, randomly or otherwise. When asked why this was so, the UNHCR Field Assistant in Sherkole responded that either the check has to be done every month on every refugee or not at all as refugees in Sherkole can become aggressive when asked randomly to have their ration cards verified. In the opinion of the Mission, after making the necessary security arrangements with ARRA to ensure safety of staff involved, verifications have to be conducted one way or another.

In Pugnido other basic issues need to be addressed. These include disorderly queuing, overcrowding at the distribution sites, and the frequent damage to fencing caused by refugees. The market area next to the fence at the Nuer distribution site should be moved as it contributes to the chaotic situation there. Even though selling of rations might be tolerated it is not encouraged. The need to construct a distribution chute at the Annuak site is very apparent. Scooping is currently done within the premises of the food warehouse compound and lacks a shaded waiting area for refugees to protect them from harsh weather conditions while waiting to collect their rations.

The distribution chute in the Nuer site at Pugnido was observed to be inconvenient for refugees and scoopers. Lack of shade here hampers efficient distribution. The distribution site in Sherkole needs reinforcement of its fence and proper clean-up as the shade was littered with cow dung, dust and other dirty materials. Furthermore, the other two distribution sites in Zones A and E are not accessible during rainy seasons. This calls for the setting up of alternative site(s) to reduce the distance and transportation cost incurred by large female-headed households.

ARRA has supplied standardized scoops marked with the correct amount of rations in kg in sufficient quantities. However there appears to be a need to prepare a better quality scoop for cereals with a clear marking that shows the amount for different types of cereals. Moreover, hanging weighing scales have not been made available in distribution sites for the use of refugees who may wish to check the correctness of their rations.

The food management committee is functioning relatively well in Sherkole compared to Pugnido. As to the composition of membership in the committee, Sherkole has a higher proportion of female membership (over 70%). However, males in Sherkole dominate the leadership positions on the committee. Equal distribution between the sexes is observed in Pugnido. In Sherkole, it was noted that those educated women who can undertake leadership positions are either very few in number or employed as incentive workers with implementing organizations in the camp. Food management committee members in both camps perform
activities such as assisting orderly queuing and controlling crowds, liaising with distribution workers over complaints’ from refugees, and providing information to refugees on correct individual entitlements at distribution sites. The Sherkole committee also conducts regular monthly meetings to discuss problems encountered and possible improvements for next month’s distribution; a practice which should be adopted in other camps.

According to monthly WFP reports, more than 85% of the recipients of food from the food distribution sites in Sudanese camps are women. While this figure is impressive, unfortunately it has created an additional burden on women as they have to struggle with heavy loads of rations from the distribution sites to their tukuls.

In both Sudanese camps, ARRA have deployed adequate numbers of staff to manage the distribution of food with the help of refugee food scoopers. Most refugees do not have major complaints about the food distribution system. However, UNHCR and ARRA may need to consider complaints received from some scoopers about the low incentive payments they receive (15 birr per person per day).

*Eritrean refugees*

Similar to other camps, the food distribution in Shimelba is through scooping to households. Four out of the 10 members of the food distribution committee are women. The timeliness of food distribution throughout the year is much appreciated. However, there is no system by which the vulnerable groups are provided priority in food distribution. Since the single male constitute the greater proportion of the population, the majority of food rations are collected by men. However, food is mainly collected by the women among the Kunamas who have extended families. With regard to correct amount of rations, refugees complained of reduction in the kilogram of ration when the scooping material for wheat is used for scooping of maize.

A system for checking of validity of the ration card is existent. Significant proportion of the refugee population, particularly, the Tigrignas do not collect their monthly rations.

**Recommendations on Food Targeting and the Distribution Mechanism**

- ARRA/UNHCR/WFP to regularly check standardization of scooping materials and replace defective items.
- To reduce walking distance and waiting time UNHCR/ARRA should increase distribution sites in Aw-Barre/Tefferiber from 1 to 3 and in Kebri-Beyah from 1 to 2.
- UNHCR/ARRA to increase number of scoopers and increase their pay to 20-25 per distribution day in order to increase productivity and efficiency.
- Ration card numbers should be verified against data on the UNHCR database when cardholders come to collect their monthly food rations in Sherkole camp. Preferably, this should be done for all ration card holders. At the very least, however, a system for verifying cards randomly should be put in place.
- A distribution chute at the Annuak site should be constructed far away from the warehouse compound where distribution currently takes place. The distribution site for Nuer refugees needs to be improved (shade needs to be widened to accommodate all scoopers, site needs to be securely fenced) and the market right next to the distribution site where refugees sell their rations should be moved.
- Hanging weighing scales should be made available for use by refugees who may want to check whether they are receiving their correct rations or not.
8 Logistics (Transportation)

Somali refugees
The roads to the camps are accessible and general food ration usually reaches them between the 10th and 25th of each month, distribution usually taking place from 1st-5th of the next month. The extent of damaged food incurred during transportation to the camps has been inconsequential. The only major problem cited was that WFP frequently delivers food rations on weekends in Kebri-Beyah, when the store clerk is often unable to mobilize the proper staff and labourers to unload trucks on time.

Sudanese refugees
Transportation of WFP monthly general rations to different refugee camps occurs through a contract agreement made with private transporters. Pugnido refugee camp is supplied from the Nazareth hub, 987 km away. The road from Nazareth to Jimma (445 km) is asphalted and in very good condition whereas the road from Jimma to Gambella (432 km) is under construction for upgrading to asphalt. This section of the road can be problematic for transporters during the main rainy season (June-September). The sector from Gambella to Pugnido (110 km) is gravel surfaced and by and large in relatively good condition. Sherkole camp is also supplied from Nazareth hub, 820 km away. The section from Nazareth to Nekempt is asphalted. A tremendous improvement on the road from Nekempt to Assosa (375 km) has been made since the last JAM. Except for 55 km from Mendi to Assosa, which is currently under construction, 320 km has been asphalted and all old wooden bridges have been replaced with concrete ones. The last 47 km from Assosa to Sherkole camp is gravel surfaced road which is good all year round.

Over the last two years, there has been no significant food damage/loss in Pugnido except 14.4 MT wheat damaged by rain due to the transport company’s negligence. In Sherkole, no major damage to food was reported in the camp for the last five years except 4.5 MT of maize and 0.35 MT of salt damaged in an accident during transportation in March 2008.

In Pugnido refugee camp there have been repeated delays in food deliveries recently. Major delays were reported by ARRA during the months of January, February and November 2007 and in March 2008. Mostly the delays were related to problems with transporters. In Sherkole too there have been repeated delays in food deliveries since 2006. Significant delivery delays of up to 15 days were reported in 2008 during the months of January and March.

Eritrean refugees
Road conditions from the main warehouse in Mekele to Shimelba are generally good except 14 km from Myhanse to Shimelba, which was under construction during the mission. Completion of the construction work is crucial for pre-positioning before the start of the rainy season. No damage of food occurred during transportation in the past year.

Significant improvement was seen in timely delivery of food to refugees in the past two years. No delay in the distribution of food was reported in 2007. Ration distributions were undertaken to schedule throughout the year. Late food delivery to warehouse was reported only in November. However, this had no impact on the general ration distribution schedule.

At Berhale there were no reported delays in ration delivery before March 2008, however, the March 2008 ration was delayed due to unknown reasons. The road from Desa to Berhale (40 km) is poor.
Rebatections on Logistics (Transportation)

- WFP should look more closely into problems related to the timely transportation of food rations. The issue of improving payments for private transporters, taking into account the prevailing market situation, requires consideration.
- The contract agreement between WFP and transporters should be amended to include measures to be taken when transporters fail to fulfil their commitments under the agreement.

9 Food Storage and Management

Somali refugees

In Aw-Barre/Teferiber refugee camp there are two storage facilities (moveable warehouses): one used for food and the other for non-food items. Each has a capacity of 450 MT. They have proper cemented floors and a good drainage system. Warehouse equipment like weighing scales and pallets are adequately supplied. The stores have a proper ventilation system and all the doors are good. However, the stores are without fencing and remain exposed. The moveable warehouses are not adequate to accommodate the food and non-food commodities. The team observed that some non-food items are kept outside due to shortage of space.

In Kebri-Beyah refugee camp there are four storage facilities (one permanent building and three moveable warehouses) with a capacity of 1,600 MT. Two moveable warehouses are used for the storage of general food ration and the permanent building for the storage of supplementary food. The third moveable warehouse is used for the storage of non-food items. All storage facilities have proper doors, drainage and ventilation systems. The roofs of the three stores have minor leakages during rain and one of the general food ration stores needs floor maintenance. Store facilities are located inside the ARRA compound and are properly fenced.

In both camps handling of food and non-food commodities and cleanliness of the stores is satisfactory. Record keeping, stock cards, stack cards and ledger books are maintained and displayed properly. EDP reports are prepared and submitted to WFP on time. In Aw-Barre/Teferiber some slight infestation, which requires immediate action, was noted (some 0.6 MT of wheat was damaged due to flooding before the floor was cemented). In Kebri-Beyah some 25 MT Famix donated by UNHCR was received during Dec. 2007 and January 2008 to be used for blanket distribution. According to the storekeeper, monthly consumption in the camp is 4 MT and the food was stored for the last four months and will be further stored for the coming 6-7 months. Infestation and other damages are likely to occur as a result of prolonged storage. No fumigation sheet, fumigants and chemicals are supplied to the stores in either camp.

In each camp there are seven staff comprising 1 storekeeper, 1 assistant storekeeper, 1 cleaner and 4 guards.

Sudanese refugees

In Pugnido there are three permanent warehouses. One food warehouse has a storage capacity of 1,897 MT and the two whole concrete warehouses have storage capacities of 1,907 MT each for non-food items. In Sherkole there are 3 food and 2 non-food warehouses in the ARRA compound. The three WFP moveable warehouses have a capacity to store 400 MT each. One of the non-food warehouses (20 x 13 m) is made of concrete hollow block while the second one is constructed from GI sheet (23 x 10 m).
Both the food and the non-food warehouses in Sherkole were clean with proper drainage around the structures. There was no major storage pest outbreak for the last five years because of good warehouse management practices by ARRA camp storekeepers. There is a need for some spot maintenance on the ceiling of the food warehouse in Pugnido. The moveable warehouses and the non-food warehouse in Sherkole also need minor maintenance on the floor and the roofs. Records are kept in accordance with WFP standards at both camps. Readings on stocks in the warehouses and stack cards are reconciled.

**Eritrean refugees**
The camp has three moveable warehouses, two of which are used for food items while the third is for non-food items. The ones used for food items have concrete floors. The non-food warehouse does not have a concrete floor. The physical condition of the warehouses is good except that minor maintenance is required. All items in the warehouse are arranged in an orderly and cleanly manner. There were adequate supplies of warehouse materials like cleaning materials, pallets and plastic sheets. The volume of each warehouse is 500 MT with a net capacity of 450 MT. The two warehouses for food items have the capacity to store a month’s buffer stock. Recording of stock cards, daily receipt and issue formats is done properly. However, stock cards are used instead of stack cards due to unavailability of the latter. It was also observed that the number of weighing scales was not adequate. Moreover, calibration is not done regularly. The WFP ledger book is not used in the camp.

Thirty five bags of cereals have been attacked by rodents of which almost three were lost. The remaining ones are under reconditioning. Around 21 MT of blended food is infested by weevils.

Berhale camp has one moveable warehouse with a gross capacity of 500 MT and a net capacity of 450 MT. The floor is not concrete and plastic matting is used instead. There were sufficient warehouse materials except for weighing scales. The warehouse is not fenced. The food is properly arranged. However, the recording system is poor with no stock cards, stack cards, receipt formats and daily issue formats.

There is a temporary warehouse (measuring 10 x 5 m) made of corrugated iron sheet for non-food items. ARRA rented two rooms of 5 x 5 m and 5 x 6 m for storage of non-food items. In addition, substantial quantities of jerry cans are stored outside and exposed to damage due to insufficient warehouse space.

**Recommendations on Food Storage and Management**
- The existing storage capacity in Aw-Barre/Teferiber needs to be boosted by an additional two moveable warehouses.
- In Kebri-Beyah UNHCR/ARRA should investigate the possibility of distributing the available 25 MT of Famix to avoid damage to the food.
- Fire extinguishers, fumigation sheets, fumigants and sprayers should be provided to camp stores in accordance with the respective responsibilities of WFP and ARRA described in the Field Level Agreement signed by the two organizations.
- Provision should be made by WFP for more supplies of warehouse equipment such as weighing platform scales, tarpaulins and additional pallets.
- ARRA should perform minor maintenance to stores, including repair of leaking roofs, in all three regions.
- A warehouse should be constructed for non-food items at Berhale.
Non-Food Items

Somali refugees
UNHCR is responsible for the supply of NFIs while ARRA is in charge of distribution. In Aw-Barre/Teferiber the non-food items under distribution are plastic sheets, blankets, jerry cans, kitchen utensils, sleeping mats, soap, mosquito nets, and timber for building construction. The refugees received the NFIs in July 2007 when the camp was established.

Refugees in Aw-Barre/Teferiber complained insufficient plastic sheets were provided and those they had received were already deteriorating badly, resulting in leaks during heavy rain. They also indicated that too few blankets were allocated per family in relation to family size, and that the quality of blankets and jerry cans was poor. No basins for washing were provided. The sleeping mats provided are not of good quality considering the rocky and rough floors. The shelters fail to provide adequate protection from the rain, the heat during the day and the chill at night. Refugees had food spoiled by rain. They requested that mosquito nets and clothes be distributed for the entire refugee population. Lack of clothes was identified as a particularly serious problem.

In Kebri-Beyah refugees indicated that plastic sheet distribution was done five years ago, and that of blankets and jerry cans in December 2007. Refugees complained that kitchen sets and mats were not distributed since the establishment of the camp. Subsequently most refugees have to use oil tins for cooking their meals, while others share the few cooking pots in the neighbourhood between households. Refugees complained that the quality of the jerry cans is poor. The team observed that some non-food items such as blankets, jerry cans and soap stocks were present in the store.

Soap is distributed to the refugees each month, though the ration of one bar per person per month was inadequate. UNHCR supplies a sanitary package, which includes soap, to females above 13 years old.

In Aw-Barre/Teferiber kerosene and kerosene stoves are supplied by UNHCR and distributed by the Lutheran World Federation. Kerosene distribution is usually done monthly. The quantity per family size is 10 litres for family size 01, 15 litres for 2-5, and 22 litres for 6-18. Refugees complain this is inadequate (the monthly ration ends on average after two weeks). Moreover, some refugees do not receive their kerosene ration due to shortage of supply. Refugees are not aware of the distribution scale (against the family sizes) and the distribution time is not clearly announced. As a result, all refugees gather at the same time and are forced to wait for many hours. The refugee central committee is involved in the measuring/distribution and crowd control.

In Kebri-Beyah UNHCR supplies ethanol and Gaia Association undertakes the distribution of clean-cook stoves and ethanol. So far 87% of the refugees (1,550 out of the total 1,778 households) have received the stoves. One hundred of the remaining households are currently being provided with them. The remainder were to receive theirs within two weeks of the JAM visit. Gaia Association has installed an ethanol tank with a capacity of 30,000 litres in the camp. Refugees greatly appreciate the health, hygienic and livelihood benefits of the ethanol stoves, although they complain that the amount of ethanol distribution is not adequate especially for large families. Ethanol distribution is conducted every 10 days (each distribution lasting four days) and there is a well organized distribution schedule which the refugees are cognizant of. Gaia Association provides 10 litre jerry cans to households for
ethanol fuel collection. Gaia Association also provides maintenance services on the clean-cook stoves.

**Sudanese refugees**

No distribution of NFI for the general refugee population has been done by ARRA/UNHCR at Pugnido since 2004. The team observed that a substantial quantity of NFIs were stored in the two NFI stores, including jerry cans, kitchen sets, cooking pots, blankets, plastics sheets, and soap. In Sherkole camp there has been no distribution of non-food items except jerry-cans, soap and blankets for the general population since 2003. Starting in 2006 distribution of non-food items for new arrivals and vulnerable groups has been done regularly by ARRA/UNHCR. However, at the time of the assessment the stock of plastic sheets was nil. The distribution of kitchen utensils has ceased since 2003, although demand from refugees for these items is very high. No utensils are in stock. IRC, one of the IPs working in Sherkole camp, has distributed items such as blankets, bed sheets, and women’s dresses to selected vulnerable groups based on individual needs.

**Eritrean refugees**

In Shimelba UNHCR is committing to distributing NFIs bi-annually. These items include blankets (1 per family size 2), soap (250g/person/per month), kitchen sets (1 full set per family size 6), jerry cans (1 per family size 1-3), and plastic sheeting/tarps (1 per shelter). Other essential non-food items not distributed by UNHCR include shoes, clothes and basic sundries. Clothing becomes a basic rights issue when, as was noted in the camp, the high dropout rate among girls from schooling was primarily attributed to a shortage of clothing. Some girls discontinue school and participate in the production of local drinks and other income-earning activities in order to obtain cash to purchase clothes.

The provision of non-food items has improved compared to previous years. However, ensuring a regular supply remains problematic. Refugees received soap throughout the year, which was appreciated. Jerry cans were reliably distributed – the last distribution occurring in 2007. Kitchen sets are provided only to new arrivals. With the rainy season imminent, there is now a high demand for blankets and plastic sheeting. The government of Ethiopia lifted the ban on the importation of used clothes in order that the refugees could receive such items. Some donated clothes in the store have yet to be distributed.

The main concern raised by refugees, besides irregularity of provision, was the quality of NFIs. Most are of inferior quality, in some cases critically so. Plastic sheeting provided for making roofs is porous and not hardy. Almost all refugee houses suffered water penetration through the roof when it rained. As a result, new plastic sheeting was the most requested item. The plastic jerry cans distributed to the refugees are poorly manufactured and do not last long. Blankets are rough and thin and do not provide the necessary comfort and insulation and – alongside poor housing conditions – this has resulted in a high incidence of acute respiratory infection which is currently the leading cause of out-patient consultations.

Distribution of sanitary packages for women, which consists of 3 pieces of underwear, 10 pads and 3 pieces of soap every three months, is undertaken by IRC. These sanitary packages are produced locally in the camp. Refugees complained that all items in the packages are of poor quality. Therefore, the number of women receiving the packages is far below the target. Even when packages are collected, they are often used by women for a purpose other than that intended. The number of women collecting the packages has declined from 1,600 at the beginning of the year to 1,100.
Recommendations on Non-Food Items

- Review the procurement of NFIs to ensure that refugees receive items of suitable quality; notably jerry cans, items used in shelter construction and sanitary items.
- Distribution schedule of NFIs in Somali camps should be clearly organized and communicated, and distribution should be closely related to family size.
- NFIs stored for six months and over should be distributed to refugees.
- Provision of kitchen utensils, an important element in food preparation, should be addressed by UNHCR.
- Shortage of kerosene/ethanol in Somali camps is resulting in environmental degradation as refugees seek to fill the gap with firewood. Also frequency of distribution could be increased.

11 Milling

Somali refugees

No milling service is currently provided in Aw-Barre/Teferiber. There are five privately owned mills in Aw-Barre/Teferiber town, far from the camp. Refugees pay from birr 0.60-1.00 to grind 1 kg of cereal. There is a risk of harassment to women on their way to the mills, as to get to them they have to cross a valley. This valley is also prone to flooding.

In Kebri-Beyah there was one motorized grinding mill provided by UNHCR, under the management of ARRA, whose running costs were covered by WFP. The mill was used free of charge to refugees, but has not been functional for over four years due to mechanical problems. There is only one privately owned mill in Kebri-Beyah town (with a milling cost of birr 0.50 per kg of cereal) used by all the locals living in the town and surrounding rural areas as well as the refugees. The mill was located some distance from the camp.

Two motorized grinding mills were recently donated by UNHCR. MCDO is responsible for their installation and management. The mills are already installed in two central places inside the camp and one has begun to operate. MCDO is assessing what would be an affordable milling cost per kg. The grinding mills are part of an income generation programme for 21 families affected by child labour. The families will eventually take over the mills to use as a source of income while providing a service lacking in the camp.

Sudanese refugees

At beginning of 2006, two Chinese-made mills were installed for Nuer and Dinka refugees in Pugnido with start-up capital provided by WFP covering the cost of mill shade construction, fuel for four months, and the purchase of the mills. The project has been implemented by ZOA. Both mills have low capacity engines which resulted in repeated breakdowns making the service provided rather unsatisfactory. The mill at the Dinka site was dismantled after Dinka refugees repatriated to Sudan and is now kept in the ZOA office; the mill at the Nuer site has been working on and off for the past year.

In March 2007 ZOA had purchased and installed one Andoria type grinding mill for Annuak Refugees with funding from WFP. The mill is of better quality with a 27 HP engine capacity. The charging price for both the Nuer and Annuak mills is 0.20 cents for one kg cereals (maize & wheat) and daily collections are deposited at the ZOA office. Management of the mills was found to be very poor by beneficiaries and the implementing organizations but it is observed that the Annuak grinding mill is doing relatively better than the Nuer mill. Improper installations and poor technical knowledge on the part of mill operators have contributed to frequent breakdowns and stoppages especially at the Nuer mill.
The grinding mills in Sherkole became functional in 2004. Initially two Chinese-made mills were purchased by ARRA. WFP provided the start-up capital for shelter construction, training of beneficiaries etc. The project was implemented by IRC. The two mills were installed at two different sites so as to serve the 6 zones of the camp. Since February 2004 they have provided modest services to refugees in Sherkole. Intermittent breakdowns were not uncommon, and the situation was exacerbated by lack of spare parts, inefficient management and poor mechanical knowledge on the part of the mill operators. As of August 2007, the two mills had ceased operation. Currently only one mill, purchased by IRC from WFP funds, is operational. It is of better quality than the previous mills. It became operational in April 2007.

The milling service is not free since beneficiaries have to pay the normal market price for the service. Daily collections from milling charges are deposited with ZOA, and any cash withdrawals from ZOA are done with the authorization of IRC. The most pressing problem in running the mills was lack of proper management. However; in February 2008 the management was revamped and some improvements were observed on this score.

Eritrean refugees
Following repeated failure of various manual and motorized milling projects, in August 2007 WFP introduced a new ration scale which consists of additional cereal (2.5 kg per person per month) to compensate for milling costs.

Currently, there are seven grinding mills in Shimelba, all located in the same area. Five are functioning and privately owned. Two others, owned by the Women’s Association of Kunama and Tigrigna Refugees, have stopped functioning. Closure of the Tigrigna mill resulted from a misunderstanding between the individual who donated the mill and the members of the Association. The donor wished for milling services to be provided free of charge (other than fuel costs). However, the Women’s Association needed to charge in order to cover maintenance costs and provide payment to daily labourers such as cleaners and guards. Closure of the Kunama mill resulted from financial mismanagement.

The average cost of milling in the camp for wheat or pulse is 0.3 birr per kg. The cost for maize is higher – 0.5 birr per kg – and maize suffers greater loss during the milling process. The cost of transportation paid by refugees ranges from 2–8 birr depending on the quantity of food and distance to/from the mills.

Three private mills exist in the Berhale area. Refugees have to travel 4.5 km to reach the mills. The cost of transportation is 0.4 birr per kg while the milling cost is 0.28 per kg.

Recommendations on Milling
- There is an urgent need for the installation of grinding mills at Aw-Barre/Teferiber.
- Greater supervision/assistance should be provided in the management of grinding mills in the Sudanese camps.
- Provision should be made for administrative and financial support to revitalize refugee run mills in Shimelba.
- Negotiate with the donor of the Tigrigna mill to reach agreement over the resumption of the milling service.
12 Water and sanitation

Somali refugees
Water supply remains a severe problem in both camps. The situation being particularly serious at Kebri-Beyah, where the average amount of potable water supplied in the rainy season is around 10-11 litres/person/day, and in the dry season less than 5 litres/person/day. This is well below the SPHER minimum standard of 15-20 litres/person/day. Water points were located between 2-300 metres from 90% of refugee houses. In Aw-Barre/Teferiberi the average amount of potable water supplied is 11.3 litres/person/day (also below the SPHER minimum). Water points were located between 2-300 metres from 75% of the refugees’ houses.

Sudanese refugees
The borehole is the main source of water in Pugnido; in Sherkole, river catchments treatment, borehole and hand dug wells are the main sources. The number of persons per usable water points stands at 96 in Pugnido, and 108 in Sherkole. The current standard water supply in lit/person/day is 23.4 for the Nuer site; 13.06 for Annuak site; and 22.5 litres per person per day for Sherkole. One hundred percent of refugees live between 150-200 metres from water distribution points in Pugnido; in Sherkole 87.02% of households are located 200 metres or less from water distribution points. The total coliform organisms at distribution points are zero per 100 ml of water in Sherkole. (No tests were conducted in Pugnido). The main challenges are turbidity of water in zone 4, frequent breakage of line, and the water supply is below standard for the Annuak site in Pugnido.

The latrine to population ratio is 1:22 in Pugnido and 1:30.55 for Sherkole. Despite the availability of communal waste disposal sites, these are not always utilised and waste such as discarded sacks and plastic bags are in evidence in the camp. Stagnant water was observed around water distribution points, which might serve as a breeding site for malaria in Pugnido. Incinerators, placenta primy, waste pits, and adequate latrines are available in the health facilities. A safe box and dust bins are also available in the health facilities in both camps.

Eritrean refugees
Provision of water in Shimelba is good in terms of both quality and quantity. Currently, there are 3 boreholes and 6 hand dug wells with a daily yield of more than 330,000 litres per day. Water supply is over 20 litres/person/day. Testing for water quality is done on regular basis. However, it is difficult to ensure the quality of water at household level.

By contrast to water supply, the sanitation situation is critical. The majority of the latrines are communal types which have been very difficult to manage and keep clean. Some of the communal latrines do not have a vent tube. Others only have narrow vent tubes. Moreover, a majority are vandalized and non-functioning. Most people, particularly women, do not find the communal latrines convenient. As a result open field defecation is common practice on the camp periphery. Individual latrines have begun to be promoted recently. Some families have started to construct their own household latrines. Refugees have to dig their own latrine which can be difficult for vulnerable groups such as the elderly, woman-headed households and disabled persons. Although, some families have dug their own latrines, the production of slabs is slow due to delays in the release of the annual budget. Moreover, the number of slabs planned for production during the budget year does not appear to meet the increasing demand for slabs. The overall latrine to population ratio was 1:22, which does not even meet the emergency standard. However, in some densely populated areas, notably Zone 5, which is particularly overcrowded, the ratio is as low as 1:55.
Sanitation campaigns are poorly organized with little community participation. There are no arrangements made for disposal of solid wastes after each campaign. As a result solid waste is often left on site, contributing further to the deterioration in camp sanitation. Refugees complain about the inappropriate location of waste disposal pits - refugee involvement in site selection is therefore crucial.

Most communal facilities such as restaurants and video houses do not have latrine and waste disposal facilities. There is no regular inspection of these facilities and no health education is provided to food handlers.

African Humanitarian Action (AHA) is responsible for water and sanitation activities at Berhale camp. AHA constructed a total of 17 latrines with 6 stances each, and 10 waste disposal pits. No family latrine is available in the camp. A total of 6 distribution points are established of which only two are currently open. More than 20 litres of water per person per month is available from boreholes.

**Recommendations on Water and Sanitation**

- Enhance water provision in Somali camps, increasing the number of water distribution points and strengthening the management of tap stands.
- LWF should build a dam at Aw-Barre/Teferiber to improve water supply.
- Water supply at Annuak site in Pugnido should be increased to 20 litres/person/day.
- Increase the number of pit latrines and waste disposal facilities at Sudanese camps to meet recommended standards.
- Intensify promotion of household latrines at Shimeleba, with provision of assistance in construction to vulnerable groups.

**13 Education and School Feeding**

*Somali refugees*

In Aw-Barre/Teferiber school buildings are under construction and education at grades one to four is underway in a temporary shelter. The teacher to pupil ratio was 1:140. The school has suffered from a shortage of both teachers and learning materials. A pre-school is run by IRC which lacks qualified teachers and attendants. There is no school feeding which potentially has a negative effect on the attendance rate. Many students from grade five up cannot afford the fees charged by the public school in Aw-Barre/Teferiber town. DICAC is in the process of constructing two buildings that should accommodate 488 students.

In Kebri-Beyah, refugee and local students attend 1-6 grade education together in a single compound. There are a total of 1,261 students (Male 741 and Female 520) with 24 staff (11 nationals and 13 Somali). An average of 57 students is accommodated in each class. There are also 281 (187 M and 94 F) refugee students attending public school from grade 7-11. IRC runs kindergarten schools in the camp and has provided learning materials and uniforms. School feeding has been rejected because both refugee and national students are attending the same school. It is considered that feeding refugee students and not locals may have negative social and psychological impacts.

Refugee students complain that they have to walk a long distance to get to school and that they are sometimes provoked by locals on their way. Lack of sports equipment has been an issue, with students often fighting among themselves due to lack of recreational activities in their spare time. The high drop-out rate and absenteeism have been attributed to this violence.
The principal of the school indicated concern over the plight of non-national staff (Somali incentive teachers). They have been paid the same amount (310 birr per month) for several years with no adjustment for inflation. Subsequently, they struggle to support themselves appropriately and have shown a significant lack of motivation.

Sudanese refugees
School feeding is currently being implemented in three primary schools in Pugnido, one primary and junior school in Bonga, one in Dimma and one in Sherkole. The school feeding programmes in Yarenja and Dinka sites in Pugnido were closed following the repatriation of refugees and subsequent closure of Yarenja camp and the departure of Dinka refugees in the first quarter of 2007.

The ongoing repatriation operation in the Sudanese camps has brought significant reductions in the number of students and feeding beneficiaries as well. For instance due to repatriation (actual and anticipated), the student population in Sherkole has decreased from 1,595 to 660 at the beginning of 2008. Similarly, the total number of students in Pugnido decreased from 6,460 in 2005 to 4,092 in early 2008. School feeding in Bonga and Dimma camps are about to cease operation on account of their imminent closure by mid-2008.

The school feeding programme provides 100 gm of fortified blended food and 20 gm of sugar per student per school day. Many refugee students complain about what they perceive to be the small amount of sugar in the porridge, some even refusing to consume it. The shortage of non-food items such as utensils, aprons, water and fuel remains problematic. However, with the ongoing repatriation the facilities and utensils currently in use should be sufficient, though there is still a need to construct feeding halls at the feeding centres at the Annuak site at Pugnido and also at Sherkole. The Mission observed that out of 1,500 spoons donated by WFP as a pilot initiative less than 300 were available at the time of the visit.

In Sherkole the school administration had worked hard to resolve misunderstandings that had persisted between refugee and national teachers. The problem was fortunately resolved recently and the teaching and learning process is reportedly now proceeding well. The school Principal told the mission that lack of teaching aid materials and the absence of a laboratory and library required the attention of UNHCR and ARRA.

In Pugnido, while the school feeding programme is functioning satisfactorily in general, at the time of the Mission’s visit schools were closed because teachers were striking for increased incentive payments.

Eritrean refugees
1,260 students registered in school for the 2007 academic year – a slight decrease from the 2006 figure of 1,311. The average student/teacher ratio was 1:28. Pre-school enrolment increased from 265 in 2006 to 308 in 2007. In 2006-7, 838 students completed the school year. Among these, fifteen were grade 10 students who completed the school year but did not sit for the national exam. A total of 823 students sat for examination, of which 83% achieved a pass. The teachers’ motivation is very low, and turnover is high. The high turnover is mainly due to resettlement and the low incentive paid on a monthly basis.

The girls’ dropout rate was high, particularly among the Kunama, increasing in the higher grades. Early marriage and the need to contribute to family income contributed to the phenomenon. Many Kunama girls produce local drinks to boost family income and to fulfil
personal needs for consumer items, notably clothes. Difficulty in obtaining text books and school uniforms suited to the local weather conditions, and the low quality of education, were also cited by refugees as reasons for lower enrolment and high dropout rates.

Refugees complained about the distant location of the pre-school for children under six years old. Children commonly miss class, particularly when the weather is hot and the sun is strong.

The school feeding for preschool and elementary school which is run by IRC has 100% coverage. Each student receives 100 gm CSB and 20 gm sugar on school days in the form of porridge. Students complained about the small amount of sugar in the porridge.

All students received school uniforms this academic year, including pre-school students. Meanwhile, 100% of the reproductive age girls have been receiving sanitary materials on a quarterly basis through the CS programme.

**Recommendations on Education and School Feeding**

- WFP/ARRA/UNHCR should devise means of introducing school feeding into the schools in the Somali camps.
- ARRA/UNHCR/NGOs should initiate sporting activities to occupy spare time and thereby reduce violence among the youth in the Somali camps.
- Non-national teachers should receive improved incentive rates.
- The shortage of textbooks and other teaching materials needs to be addressed.
- Construct a feeding hall at the school in Sherkole.

**14 Monitoring and Reporting**

*Somali refugees*

In both camps the food distribution is well monitored by WFP, UNHCR, ARRA and the refugees through the refugee central committee. All indications point to procedural norms being followed. This includes pre-testing of the scoops to determine their accuracy, organizing distribution days by family size, organizing crowd control, verification of cards (to determine rightful ownership), the collection of food items, and post-distribution monitoring (to ascertain the use of the food and its impact). Reporting is done by all partner organisations on a monthly basis. The primary report incorporates the reports of the store-keeper, the distribution supervisor and the camp coordinator.

*Sudanese refugees*

While WFP Field Assistants are normally present during food distributions at the Sudanese camps, little joint monitoring (with ARRA and UNHCR staff) takes place. This has been a long-standing issue possibly resulting from a misconception that only WFP is responsible for monitoring food distributions. Although not done consistently, WFP Field Assistants do carry out post-distribution monitoring (PDM) in the Sudanese camps. However, this activity needs to be undertaken every quarter as recommended by WFP monitoring guidelines.

Reporting by ARRA on monthly carry-over food stocks, and food received and distributed, using WFP’s Cooperating Distribution Reporting format has by and large improved over the years. However, data on planned and actual number of beneficiaries for the general, supplementary, and school feeding is either not reported at all on a monthly basis or when it is reported, the figures are usually incomplete. This issue needs to be addressed.
**Eritrean refugees**
Food distribution and monitoring is jointly undertaken by ARRA, WFP and UNHCR. However, the consistence and regular presence of all agencies should be further strengthened. The practice of undertaking post distribution monitoring on a continuous basis is not established. It was noted that significant proportion of the refugees do not collected their monthly rations.

**Recommendations on Monitoring and Reporting**
- All monitoring reports from IPs should be submitted to a deadline to allow proper evaluation of the report before it is sent to the Country Office.
- Joint monitoring of monthly food distributions by WFP, UNHCR and ARRA in the Sudanese camps needs to be implemented more rigorously by all three agencies.
- Cooperating Partner Distribution Reports prepared by ARRA should record planned and actual beneficiary numbers receiving food assistance in addition to reporting monthly commodity movements. WFP sub-offices also need to check the accuracy and completeness of these reports before forwarding them to the WFP Country Office.

**15 Coordination**

**Somali refugees**
Co-ordination between IPs at the national and sub-office level is satisfactory. The information flow works well and cooperation is good. At Aw-Barre/Teferiber the IPs have a good working relationship and regularly exchange information through formal and non-formal channels. The inter-agency meeting comprising of ARRA, UNHCR, WFP, IRC, SRS, MCDO, LWF and Save the Children has been conducted monthly since the establishment of the camp. The regular meeting has led to increased problem awareness and problem solving, and increased awareness about each agency’s distinct goals. In Kebri-Beyah coordination between partners (ARRA, UNHCR, WFP, ZOA, IRC, Gaia Association, RADO, MCDO, and JWSO) has until recently been good. However, in the past several months the inter-agency meeting was not organized and as a result there are gaps in information sharing. Nevertheless, multiple bilateral meetings of IPs are being held in order to address problems at the camp.

**Sudanese refugees**
In Pugnido, monthly inter-agency meetings at camp level are infrequent. For instance, in 2007 only two inter-agency meetings were held there. The regular meetings take place at Gambella level (covering issues relating to Pugnido, Bonga, and Dimma camps as well). On the other hand, in Sherkole, inter-agency meetings are held monthly at the camp level. The meeting is chaired on a rotational basis and minutes are taken and shared. Guests are invited to the meetings when specific issues such as education are discussed. Inter-agency meetings are not held normally at the zonal (Assosa) level.

In the FLA document signed by WFP and ARRA, the parties agree to implement project obligations. However, the document was not available at some of the Sudanese refugee camps. The knowledge of ARRA staff working directly with WFP on the provisions of the agreement is very limited. The assessment team also observed a high level of staff turnover, especially camp coordinators. For example, at the time of the assessment both the ARRA camp coordinator and the programme assistant had only been on the job for one month.
ARRA leads the monthly coordination meeting. In addition, sector-specific meetings take place to address sectoral issues. However, in 2007 only six out of twelve planned HIV, RH and SGVB coordination meetings occurred. ARRA and IRC should strengthen coordination on HIV, RH and SGVB as interrelated components of these programmes run by different agencies need effective coordination. In particular, a mechanism should be developed for referral of rape victims reporting to IRC to ensure that they receive clinical services available in ARRA. The staff of each agency should be aware of the type of services available for rape victims, but this is not always the case.

Recommendations on Coordination

- MOU training or reviews should take place once a year for all UNHCR and WFP field staff working with refugees.
- Agencies should encourage their camp level staff to hold monthly inter-agency meetings for improved communication and coordination at the field level. A schedule and organizational hierarchy should be established to organize these meetings.

ARRA or WFP sub-offices need to provide a copy of the FLA document signed by ARRA and WFP to supervisory level staff whose jobs are related to WFP programmes.
Annex I
Observations on the Proposed New Camp for Eritrean refugees – Mai Aini

Mai Aini camp is based in Tigray region – 75 km from Shire and 20 km from the Amhara region. The road to the camp is narrow and characterized by sharp hairpin bends and sheer drops with few protective barriers. It is situated on a main road. This is a good location for the refugees to engage in economic activities. There is also a small market centre 2 km away from the camp.

The new camp will be operational from 1st May 2008 despite the fact that little or no infrastructure was ready to receive the new arrivals at the time of the JAM. The gender-segregated reception centres are unfinished, though the room allotted for male accommodation is 80% done. The women and children’s accommodation is still being floored and far from completion. None of the 180 houses slated for the vulnerable refugees are ready, with only five having past the foundation stage. Each house is 8 x 10 m, leaving very little room for the construction of family latrines. A temporary health centre has been put up, though none of its rooms have been floored. Construction of the permanent health centre is underway. The ARRA construction supervisor was asked to ensure the health centre is constructed in such a way that it is able to provide integrated maternal, child health and nutrition services.

Water supply is provided though 4 operational bore-holes which are all 5 km away from the camp. This will obviously pose a problem in ensuring easy access to water unless a pipeline is installed soon. There is a high school which can provide for the education needs of refugee children. However, it is located 2 km from the camp site.
Annex II:
Names and Organizations of JAM 2008 Mission Participants

Team Leaders:
Aytenew Birhanu, WFP Addis Ababa, Mission to Sudanese refugees (West)
Dr. Dejene Kebede, UNHCR Addis Ababa, Mission to Eritrean refugees (North)
Kahsay G/Mariam, ARRA Addis Ababa, Mission to Somali refugees (East)

WFP Participants
West: Endalkachew Alamnew, Abebe Zewdu, Negussie Tesfa, Addis Mengesha, Tadele Kassaye, Kinde Koybel
North: Fisseha Girmay
East: Johnny Amara, Amaha Wolde, Mohamed Ahmed Haji, Sahid Haji

UNHCR Participants
West: Melaku Maru, Girma Yadeta, Abiy Girma, Meiraf Abebe, Muluken Ashagre, Ibrahim Boh
North: Ahmed Baba Fall, Caroline Ngonez
East: David Marchesseault, Niaz Ahmad, Elizabeth G/Egzabher, Mulugeta W/Tsadik Dereje Alemu, Abdulahi, Hassan Ahmed

ARRA Participants
West: Molla Ejigu, Beamlak Eshetu, Ashenafi Teferra, Wondossen Gizaw, Dr. Filagot Debebe
North: Eyob Aweke, Milkias Amare
East: Getachew Geremew Tadele Geneti, Teferi Bekele, Mezgebe Kassa, Dr. Asmamaw Sisay

NGO Participants
DICAC: Zeyastery Bekuru
IMC: Shimels Ehetu
RADO: Ali, Teshome Zewdie
Hope for Horn: Gaïd Abdilahi
IRC: Mohamed Ismail
Gaia Association: Abel Negeb,
SRS: Solomon Assefa
ZOA Refugee Care: Dawit Desta, Girma Kebede, Habtamu G/Medhin
IRC: Tesfahun Amare, Tsegaye Asrat, Ayalew

Report Editor
Andrew Burton
Annex III

Beneficiary Details

Table 1: Somali Refugee Population Figures in Perspective

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<td>51,317</td>
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<td>242,156</td>
<td>217,193</td>
<td>37,349</td>
<td>26,721</td>
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*Figures for 2002 are as of June 30. **Camp was re-opened in July 2007.

Table 2: Gender and Age Breakdown of Somali Refugees as of April 2008

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<th>Camp</th>
<th>Age Group (Years)</th>
<th>Total</th>
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<tr>
<td></td>
<td>0-4</td>
<td>5-17</td>
</tr>
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<td>Kebrhibeyah</td>
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<td></td>
</tr>
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<td>Male</td>
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<td>Female</td>
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<td>Aw Barre (Teferi Ber)</td>
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<td>Grand Total</td>
<td>5,039</td>
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Table 3: Sudanese Refugee Population Figures in Perspective

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<td>13,570</td>
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<td><strong>Total</strong></td>
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<td><strong>71,272</strong></td>
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<td><strong>85,086</strong></td>
<td><strong>87,596</strong></td>
<td><strong>27,537</strong></td>
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Table 4: Gender and Age Breakdown of Sudanese Refugees as of April 2008

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<tr>
<th>Camp</th>
<th>Age Group (Years)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td>5-17</td>
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<td></td>
<td><strong>Total</strong></td>
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<tr>
<td>Dimma</td>
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<td></td>
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<td><strong>Total</strong></td>
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<td></td>
<td><strong>Total</strong></td>
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<td>Female</td>
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<td></td>
<td><strong>Total</strong></td>
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<td><strong>Grand Total</strong></td>
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Table 5: Comparison of Latest Pre and Post Revalidation Population Figures in Sudanese Refugee Camps

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<th>Camp</th>
<th>Revalidation Month in 2007</th>
<th>Pre-revalidation Population Numbers</th>
<th>Post-revalidation Population Numbers</th>
<th>Per cent Decrease after Revalidation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sherkole</td>
<td>June</td>
<td>12,896</td>
<td>8,744</td>
<td>-32%</td>
</tr>
<tr>
<td>Dimma</td>
<td>October</td>
<td>3,210</td>
<td>2,641</td>
<td>-18%</td>
</tr>
<tr>
<td>Bonga</td>
<td>October</td>
<td>7,603</td>
<td>7,044</td>
<td>-7%</td>
</tr>
<tr>
<td>Pugnido</td>
<td>November</td>
<td>21,304</td>
<td>18,595</td>
<td>-13%</td>
</tr>
</tbody>
</table>

Source: Figures released by UNHCR following completion of revalidation exercises

Table 6: Repatriation of Sudanese Refugees (2006-2008) by Camp

<table>
<thead>
<tr>
<th>Camp</th>
<th>2006</th>
<th>2007</th>
<th>2008 (As at 30 April)</th>
<th>Remark</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yarenja</td>
<td>-</td>
<td>1,488</td>
<td>-</td>
<td>Camp closed in March 2007</td>
</tr>
<tr>
<td>Bonga</td>
<td>3,544</td>
<td>10,004</td>
<td>4,430</td>
<td>Camp due for closure by mid 2008</td>
</tr>
<tr>
<td>Dimma</td>
<td>-</td>
<td>5,014</td>
<td>125</td>
<td>Camp due for closure by mid 2008</td>
</tr>
<tr>
<td>Pugnido</td>
<td>-</td>
<td>8,495</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Sherkole</td>
<td>1,084</td>
<td>837</td>
<td>4,056</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>4,628</strong></td>
<td><strong>25,838</strong></td>
<td><strong>8,617</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: UNHCR Ethiopia. Figures compiled from various UNHCR documents and UNHCR/ARRA monthly population updates. Figures include assisted repatriates, assisted self-repatriates, confirmed spontaneous as well as unconfirmed spontaneous repatriates who departed by road or air.

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### Table 5: Eritrean Refugee Numbers in Perspective

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Walanihby</td>
<td>6,000</td>
<td>3,781</td>
<td>4,113</td>
<td>5,681</td>
<td>closed</td>
<td>closed</td>
</tr>
<tr>
<td>Shimelba</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>8,006</td>
<td>17,812</td>
</tr>
<tr>
<td>Afar Region</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>4,573</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6,000</strong></td>
<td><strong>3,781</strong></td>
<td><strong>4,113</strong></td>
<td><strong>5,681</strong></td>
<td><strong>8,006</strong></td>
<td><strong>22,385</strong></td>
</tr>
</tbody>
</table>

### Table 6: Gender and Age Breakdown of Eritrean Refugees as of April 2008

<table>
<thead>
<tr>
<th>Location</th>
<th>Age Group (Years)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0-4</td>
<td>5-17</td>
</tr>
<tr>
<td>Shimelba</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>628</td>
<td>1,260</td>
</tr>
<tr>
<td>Female</td>
<td>599</td>
<td>993</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1,227</td>
<td>2,253</td>
</tr>
<tr>
<td>Afar sites</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>304</td>
<td>766</td>
</tr>
<tr>
<td>Female</td>
<td>257</td>
<td>652</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>561</td>
<td>1,418</td>
</tr>
</tbody>
</table>

### Table 7: Gender and Age Breakdown of Kenyan Borena Refugees as of April 2008

<table>
<thead>
<tr>
<th>Location</th>
<th>Age Group (Years)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0-4</td>
<td>5-17</td>
</tr>
<tr>
<td>Borena sites</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>269</td>
<td>450</td>
</tr>
<tr>
<td>Female</td>
<td>241</td>
<td>568</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>510</td>
<td>1,018</td>
</tr>
</tbody>
</table>