



World Food Programme

A Report from the Office of Evaluation

*Full Report of the Evaluation of
ETHIOPIA PRRO 6180 - "Food
Assistance for Refugees in Ethiopia and
for Refugee Repatriation*

(28 May - 19 June 2001)

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Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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Acronyms

ADLI	Agriculture-led development and industrialisation
ARRA	Administration for Refugee and Returnee Affairs of GoE
BoA	Bureau of Agriculture, Somali National Regional State
CO	Country Office
CSB	Corn Soya Blend
CSO	Country Strategy Outline
DAC	Development Assistance Committee
DPPC	Disaster Preparedness and Prevention Commission
DSC	Direct Support Costs
DSM	Dried Skim Milk
EB	Executive Board of World Food Programme
EDP	Extended Delivery Point
EDS	Extended Delivery Points
EFSR	Emergency Food Security Reserve
EMOP	Emergency Operation
FFW	Food-for-work
GoE	Government of Ethiopia
GoS	Government of Sudan
HQ	Headquarters
IDP	Internally Displaced People
IGAD	Inter-governmental Authority for Development
INGO	International NGO
JFAM	Joint Food Aid Needs Assessment Mission
LDC	Least Developed Country
LLPP	Local Level Participatory Planning
Logframe	Logical Framework Analysis / Document
LoU	Letter of Understanding
MCH	Mother and Child Health
MOU	Memorandum of Understanding
NGO	Non Governmental Organisation
NRDEP	Natural Resource Development and Environmental Protection
OAU	Organisation of African Unity
ODP	Programming Service
OECD	Organisation of Economic Cooperation & Development/Development
OHA	Office of the Humanitarian Adviser
PRO	Protracted Relief Operation
PRRO	Protracted Relief and Recovery Operation
REE	Resources and External Relations Division
RNIS	Refugee Nutrition Information System
SCF-UK	Save the Children Fund-United Kingdom
SCF-USA	Save the Children Fund United States of America

SNRS	Somali National Regional State
SO	Sub-office
SOG	Sub-office Gambella
SOJ	Sub-office Jijiga
SWC	Soil and water conservation
ToR	Terms of Reference
UN ACC/SCN	United Nations Administrative Committee on Coordination/ Subcommittee on Nutrition
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNV	United Nations Volunteer
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping
VOLREP	Voluntary Repatriation
W/H	Weight-for-height
W/L	Weight-for-length
WFP	World Food Programme
WHO	World Health Organisation
ZOA	Zuid Ost Asie (South East Asia) Netherlands NGO

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Executive Summary

The Executive Board approved PRRO 6180 in February 2000. It was to run from April 2000-March 2002 and serve the needs of an estimated 248,595 beneficiaries at a total cost to WFP of \$US 63,653,595. Most of the beneficiaries are refugees, some of whom have been in Ethiopia for more than 20 years, but some 11,000 are Ethiopian returnees. In May 2001 there were 82,485 Sudanese refugees in western Ethiopia: there is little prospect of their early repatriation and their numbers are growing. By April 2001, the number of Somali refugees in the eight eastern Somali camps had fallen to 115,433. Some 138,879 had repatriated or dispersed since 1997, and it is hoped that the bulk of them will repatriate in the next 18 months. All the Kenyan refugees were successfully repatriated in November and December 2000.

The five main PRRO activities are: general food distribution for refugees, special feeding programmes, assistance for repatriants, returnees and dispersees, assistance for the recovery of refugee-impacted areas and school feeding. The programme is delivered through implementing partners of which ARRA and UNHCR are the most important.

WFP quickly started work on the preparation and delivery of the programme, but under difficult circumstances. The programme started at the height of the Somali Region drought, which at the time threatened to be catastrophic. WFP responded by importing an additional 600,000 tons of relief food, in what was WFP's biggest global intervention in 2000, and thus successfully averted the famine. One legacy of the famine has been the 46,360 IDPs who are now in or near the eastern camps.

The PRRO recovery strategy which is based substantially on the JFAM recommendations and an extension of earlier PRO and development activities is commendable in the situation of a new programming category, limited training from WFP HQ and with a newly arrived Programme Officer. Regional Bureau and CO would, with retrospect, have been advised to seek further advice on programme strategy preparation.

This PRRO had five objectives, briefly: provision of basic food for refugees, improvement of the health and nutritional status of refugees, promotion and support for repatriation/dispersal, environmental improvement and maximisation of the impact of food assistance through women's participation in food management and distribution. WFP was successful in the first three objectives, though less so in the third. To some extent WFP were limited by external circumstances in the repatriation objective, but the lack of a comprehensive initial strategy allowed the repatriation programme to proceed without sufficient consideration of durable solutions for the refugees. The agency made a start on the necessarily long-term environmental improvement objective, though achievement of the fifth objective is limited by the lack of clarity in its definition.

In general WFP was efficient in implementing the programme, with sound central management, a strengthened team for support and delivery, a culture of security, and very efficient and effective pipeline management. Attention is needed though for the further training of partners, for example in warehouse management, for an improvement in ARRA reporting and for a better-articulated M and E system, with more consideration of monitoring beyond witnessing distributions.

Funding has been very satisfactory though one donor provides 80 per cent and other potential donors know little of the PRRO. WFP performs well at CO and SO levels in meeting commitments to women and both have gender-balanced staff, but delivery of the programme is more variable: with only one female field monitor, WFP appears to the beneficiary to be a male-dominated agency. ARRA staff are almost entirely male and in some cases they are reluctant to support women's interests, for example through Women's Food Committees. WFP staff are committed to gender issues, but like commitments to women, these could be more strongly considered in the next PRRO. Environments around the camps have been degraded by twenty years of refugee presence and WFP is supporting attempts to reclaim this land and with limited success to reduce the consumption of wood fuel. Attempts to reclaim land show some early signs of success.

The Mission recommends that WFP build on their successful achievements through a substantial workshop, involving a range of CO and SO staff, with an experienced external facilitator, to develop a logical framework for the planning of the successor PRRO,

1. BACKGROUND TO THE EVALUATION EXERCISE AND THE METHODS ADOPTED BY THE MISSION

1.1 Purpose of the Mission

The present evaluation is one of a group of 10-12 evaluations of PRROs being carried out in 2001-2002 which will be used to test the effectiveness of PRROs as a general category. The PRO category, predecessor to the PRRO, and covering Protracted Emergency Operations for Refugees and Displaced Persons - was first established by the CFA at the recommendation of WFP in May 1989 (WFP/CFA:27/P/7). By creating a subset of its “development” resources, WFP hoped to preserve the development and emergency resource bases for their original purposes while attracting additional net resources to deal with burgeoning needs in this new category.

In April 1998, WFP introduced a significant enhancement to the PRO category when it endorsed WFP’s policy proposals in the paper “From Crisis to Recovery” (WFP/EB.A/98/4). The new PRRO – Protracted Relief and Recovery Operation - brought two major modifications to the category. First, all protracted emergency operations – and no longer just refugee and displaced persons operations - would be transformed into PRROs and brought before the Board for approval, generally after two years. Second, the transformation of EMOPs into PRROs would be based on the preparation of a recovery strategy that would provide the rationale for continued assistance and, to the extent possible, emphasize recovery activities in addition to ongoing relief needs and contribute to conditions for finding sustainable solutions to protracted crises. This emphasis on recovery was very much in line with international support for linking relief and rehabilitation work to longer-term development interventions. Refugee and displaced persons operations – the old PRO category – would remain a subset of the new category and would benefit from the introduction of a recovery strategy.

During its sessions in October 2000 and February 2001, WFP’s Executive Board considered issues related to the funding of PRROs and raised questions about the effectiveness of the new category. The Board endorsed a review of the PRRO category as a whole to be undertaken by OEDE based on the findings of 10-12 PRRO evaluations scheduled for 2001-2002.

1.2 Methodology

The four-person mission comprised: Mission leader (male) consultant ETC (UK), environment; member of WFP evaluation unit, male; Independent consultant, (female) nutrition and gender; Independent consultant, (male) PRRO methodology and ToR. Details of the timetable of the mission, institutions visited, field visits and people interviewed are provided in Annex I.

Positionality

The Mission is aware of the inevitability of bias in their interpretations and judgements and discussed this informally and also provided positionality statements. Briefly, all are caucasian, two North American, two European, all have considerable field experience in Africa and elsewhere, three have extensive experience in Ethiopia. Two have worked for some years for WFP, both in Rome and in other country locations including COs and field

offices. The other two have participated frequently in evaluations of WFP, other UN agencies and NGOs. All have had extensive previous experience of refugee, development and humanitarian relief programmes. Two are both academics and consultants. Through working experience, political inclinations and personalities there was empathy within the team (though not in a polarised or simplistic way) with viewpoints of both organisation and beneficiary.

During the mission and field visits, members of the mission undertook prime responsibility for areas of the programme related to their interests and experience but as a matter of principle all also took a broad view of the PRRO, with some areas being identified as common ground. During field visits and interviews in which not all were present, factual information and impressions were recorded for, and for discussion with, absent specialist colleagues.

The methodology involved semi-structured and informal interviews and discussions with key informants in WFP Rome, Addis CO, SOs, field offices, in the camps and at field sites. Members of the mission met ARRA staff in Addis Ababa, in ARRA field offices and in camps. The Mission also met other implementing partners and would-be partners in offices, in the camps and at field sites. WFP and partner staff accompanied the Mission and particularly on protracted overland journeys there was much opportunity for long discussions of the programme, activities witnessed, the context of operation and policy issues.

In total the mission visited eight refugee camps, sometimes as a group of four, in groups of two or individually, using WFP staff (including drivers), staff of implementing partners and refugees as interpreters and as respondents. All mission members visited examples of both Somali and Sudanese camps. When possible, the Mission took the opportunity to walk through camps and the surrounding environments to make independent observations and verify reports on conditions. The Mission made a photographic record.¹ A sample of the photographs is included in Annex E. Some 200 refugees were interviewed individually, in informal ad hoc groups (for example Plate 2) or as invited members of focus groups, the latter groups discussing topics such as food, repatriation, FFW, environmental rehabilitation, gender and the future for refugees. When possible, mission members sought the opinions of ordinary beneficiaries, because elders tended to dominate group interviews. Some local people and IDPs were also interviewed in potentially impacted areas near the camps. Two camps (Bonga and Fugnido) were visited more than once, with different Mission activities on each occasion. These visits gave opportunities for interviews and discussions with a wide range of refugees and implementing partner staff, merchants (Plate 7), and local host populations and for triangulation, cross-checking and in-depth observation. In Fugnido Camp, the four members, looking at different ethnic groups, had opportunities to witness the first occasions on which commodities were distributed directly to heads of families, and immediately interviewed beneficiaries, scoopers, transporters, monitors, clerks and administrators. Mission members particularly valued opportunities to walk around different parts of camps at meal times (Plates 4,6), observing cooking practices, varieties of food preparation, the social contexts of food preparation and consumption, the uses made of the different commodities supplied and the amounts of commodities stored in huts. Visits to local markets, use of market information gathered by WFP and interviews with merchants allowed

¹ For technical reasons, photographs cannot be included in the PDF version of this report.

the mission to gain information on foodstuff sales, preferences, prices and volumes, and witness refugees choices in selling, exchanging and buying commodities.

During the return visit to the CO the Mission arranged and participated in a half-day Strengths, Weaknesses, Opportunities, Limitations (SWOL) workshop (details in Annex B) with CO, SO, UNHCR staff and the help of a WFP facilitator. The facilitator elicited the opinions of participants through ZOPP cards. The workshop considered WFP (strengths and weaknesses) and its environment of activity (opportunities and limitations). Because the workshop was held after the field visits, it was possible to use it to confirm or question the mission's views and to inform WFP of the outline of the Mission's views. Most of the issues discussed in this report were raised in the workshop and several discussed in some detail.

1.3 The Context of the Protracted Crisis and WFP's Protracted Relief and Recovery Operation (PRRO)

The Executive Board of WFP approved PRRO 6180 in February 2000 for a period of two years (April 2000 – March 2002). It is designed to serve the needs of 248,595 beneficiaries at a total cost to WFP of \$US 63,653,595. The beneficiaries are three groups of refugees: Kenyan; Sudanese; Somali, and various Ethiopian returnees. Some of the refugees have been in Ethiopia for almost 20 years. WFP intends, through its PRRO mechanism, to develop sustainable solutions to such protracted refugee situations. Donors are encouraging the repatriation of those refugees for whom return is possible. PRRO 6180 includes five main programme activities: general food distributions in refugee camps; special feeding programmes; assistance for repatriation and returnees; assistance to refugee impacted areas; and school feeding. The refugees are located in a series of camps in eastern and western Ethiopia shown on Map in Annex C.

Ethiopia, one of the poorest nations in the world, is classified by the UN as a Least Developed Country (LDC), and has the highest malnutrition rate in Africa. In view of the devastating chronic poverty of the country and the recurrence of drought and famines, Ethiopia is one of WFP's largest operational countries. In 2000, for example, total WFP operational expenditure in Ethiopia was \$US 236,950,000, by a considerable margin, the largest anywhere in the world in that year and 16 per cent of total WFP global operational expenditure. For comparison, in 1999 total WFP expenditure in Ethiopia was \$US 89,117,000, the sixth largest country expenditure in that year. Drought was the reason for the increase in 2000. This drought was particularly severe in the Somali National Regional State (SNRS), the location of the Somali camps served by PRRO 6180 (see map 1, Annex C). The Joint FAO/WFP Crop and Food Supply mission of 1999 had predicted that 7.8 million people would need food aid in 2000 but in the event, food aid was needed for 10.2 millions. As a result of the drought perhaps one third of a million people were displaced, with 46,360 finding their way to the margins of the Somali refugee camps (see 2.2). During 2000 WFP imported an additional 600,000 tons of food for relief and thus averted a famine, which it was feared could have been on the scale of 1983-5. WFP are to be commended for their ability to start implementing the PRRO at the time that they were responding to the challenge of the drought and supplying the food needs of internally displaced people (IDPs)

Other refugees and IDPs have created additional problems for WFP as the legacy from conflict with Eritrea, and the chronic insecurity of the frontier zones.

1.4 Background on the Evolution of the Protracted Situation

Refugees from southern Sudan have been in western Ethiopia since 1983. By 1990 there were 600,000 southern Sudanese refugees, though thereafter the number quickly declined. These refugees have been driven out by the protracted conflict between the Government of Sudan (GoS) and various groups based in the south of the country and seeking either complete or partial independence from northern Sudan. The conflict has varied in intensity, causing waves of population displacement. Droughts and floods, as in 1999, have created additional pressures on the populations of the south. A particular problem has been caused by the development of the Bentiu oilfields, a major source of income to the GoS. In order to protect the oilfields and the pipeline to the Red Sea coast, the GoS has used irregular militias and the army to drive out the local populations, who have sought refuge in Ethiopia. In May 2001 there were 82,485 Sudanese refugees, of whom 8,168 arriving during 2000/2001. Exact numbers are, however, difficult to establish and a joint WFP, UNHCR and ARRA revalidation of Fugnido Camp in March 2000 calculated a figure of 18,386, rather than the previously registered 31, 630. The Sudanese refugees are located in five camps. The camps as of May 2001 are shown on Map 1 Annex C. There is no realistic prospect of much repatriation by Sudanese refugees in the near future and risk assessment indicates that further increases are likely.

Somali refugees started to arrive in 1988, settling in the four southern camps on the eastern border: Hartisheikh, Camabokor, Robasso and Daror. More arrived in 1991 and settled in a further four camps further north: Darwonaji, Teferiber, Kebribeyah and Aisha, bringing the total to a maximum of 550,000. Some 138,879 Somalis have repatriated since 1997. Almost all of the repatriation has been to Somaliland, a de facto independent state in north-western Somalia. Recurrence of conflict in Somaliland would reverse the flow of repatriants, but given present conditions, it is planned that 60,000 will repatriate in 2001. The homes of most of the 11,634 refugees in Kebribeyah Camp are in the insecure south of Somalia so their repatriation is unlikely, but it is conceivable that all other Somali refugees could repatriate by the end of 2002. Map 1, Annex C shows the location of the PRRO camps open in February 2001, after the closure of Moyale.

Kenyan refugees, fleeing ethnic conflict in northern Kenya, arrived in Moyale District from 1993. Assisted by the PRRO, the last of the Kenyan refugees repatriated in December 2000. Approximately 11,000 Ethiopian returnees constitute the fourth group of beneficiaries. Though some returnees have come from Sudan and Djibouti during the last year, many of them have lived for some years in Somali refugee camps, effectively separate from local populations. Through PRRO 6180, it is hoped that returnees will be encouraged and enabled reintegrate within the local society.

The time line in Annex D details the main events leading up to and during the implementation of PRRO 6180 since July 1998.

1.5 Food Insecurity and Poverty among Those Affected

PRRO 6180 is intended for Refugees and returnees but it is difficult, particularly in the eastern camps to identify bona fide cases, hence the significance of revalidations. The Eastern camps are in an area where the local people identify themselves as ethnically Somali and their primary allegiance, beyond family, is to clan and sub-clan, rather than to the nation (or

even to broad Somali ethnic group). Historically, the Somalis have seen themselves as nomadic pastoralists, who have had the right to roam across national frontiers, which are, in fact, no more than a century old and have been changed significantly even within that time. Table 1, below, summarises some of the terms encountered by the mission, or used by them, in discussions of the complex refugee caseload. WFP does not register refugees but its activities under PRRO 6180 are strongly influenced by the categories, for example in WFP attempts to support repatriation and in determination of entitlements to food aid.

The food economy zones of the area of the eastern camps are shown in Map 2, Annex C. Food economy zones are relevant for the livelihoods of local Somali people, refugees and returnees because they indicate the environmental potential of each area. In general the highest production potential is in the northern group of camps. In comparison, the production potential is much higher in the western camps, but for refugees is limited by the amount of land made available for gardens.

Internally displaced people (IDPs) living in and around the camps since the 2000 drought constitute the most notable group who are not specifically targeted in PRRO 6180, but are in or around the camp areas. Mother and Child Development Organisation (MCDO) surveyed drought-displaced IDPs in February-March 2001. There are still an estimated 100 000 IDPs in SNRS and MCDO found that 46,360 have been in or near the Somali camps for one year. (see Table 1).

Table 1 - Somali Camp Refugee Populations and Associated Internally Displaced People, Victims of Drought

Camp	Population April 2001	Drought IDPs March 2001
Hartisheikh	11,488	8,100 (P & F)
Darwonaji	8,238	3,290 (A/P & F)
Teferiber	12,819	2,050 (A/P & F)
Camabokor	19,849	6,625 (P)
Rabasso	11,811	3,250 (P)
Daror	25,650	5,470 (P)
Kebribeyah	11,634	1,100 (P & F)
Aisha	13,944	16,205 (P)
TOTAL	115,433	46,360

P Mainly Pastoralists

A/P Agro-pastoralists

F Farmers

Source: Mother and Child Development Organisation 2001 and UNHCR 2001.

Somali custom entitles them to receive food from kinsfolk, but they have little other support. MCDO (2001) found that IDPs are particularly numerous near (but separate from) Aisha Camp, where they outnumber the refugees. Many are living in the town, which has grown up near Hartisheikh Camp; others are living within camps. Women and children predominate; one third of IDPs are desperately poor and they lack social support. They survive by selling firewood, begging or selling their labour. Some returnees also live, unsupported, as IDPs.

These IDPs are probably the most disadvantaged group living in the area. They are not targeted by the PRRO, but are entitled to request food from refugee kinsfolk. In consequence the ration provided for refugees is used to feed a larger number of people than intended by WFP.

The people on Table 2 can be divided in terms of livelihood into three classes: those able to survive independently; those who manage to survive with UN help; and those who barely survive. The mission interviewed examples of each group, noting the huge contrasts between beneficiaries' perceptions of their situation and prospects. The more affluent, such as traders talked confidently about a secure future, perhaps in Hargeisa, which some visited frequently, and where they owned businesses. The middle group, while less secure, should be able to survive and ultimately rebuild livelihoods, albeit initially surviving in camp-like conditions. Prospects for the poorest, and most vulnerable, who have limited material, human and social assets are worrying. After the repatriation package is exhausted, they are likely to be destitute, whether in Somaliland or dispersed in Ethiopia

1.6 National Policies and Priorities for Relief, Recovery and Food Security

Ethiopia maintains an open door policy for asylum seekers and refugees. At present, Government of Ethiopia (GoE) policies on refugees and returnees are determined by the 1951 United Nations Convention on Refugees and the Organisation of African Unity (OAU) 1969 Convention on Refugees. The GoE is formulating a National Refugee Law, but details are not yet agreed. The Administration for Refugee and Returnee Affairs (ARRA), under the Authority for Immigration, Security and Refugee Affairs, is responsible for implementing policies, working closely with WFP, UNHCR and non-governmental organisation (NGO) partners.

Table 2 - Actual and Potential Beneficiaries under PRRO 6180

<p>Genuine refugee</p>	<p>Person fulfilling the criteria of the 1951 United Nations Convention on Refugees and/or the Organisation of African Unity (OAU) 1969 Convention on Refugees</p> <ul style="list-style-type: none"> • Registered by UNHCR and ARRA and thus, entitled to a ration card. Ration cards are allocated to households and currently rations are intended to be distributed to heads of household. • Registered refugee families or individuals who have lost ration cards, through theft, fraud (within the community) rejection by family or accident. A problem in western camps since the introduction of the new distribution system in which ration cards must be produced at distributions, whereas previously distribution was to leaders of groups who then redistributed the commodities. • Absent registered refugee. Entitled to rations, though not within refugee camp, possibly returned to homeland for period of time. Part of household may remain and collect rations. • Asylum seekers not yet registered and so without ration cards, unsupported, dependent on begging or sharing with registered refugee kinsfolk.
<p>Returnee</p>	<p>a) Officially recognised. Ethiopian who has been a refugee in another state, possibly a recent returnee or possibly having been for some time within an Ethiopian camp, living again as a refugee. Entitled to receive rations through FFW</p> <p>b) Not officially recognised. May be living as an IDP and without official support or may have successfully and independently reintegrated.</p>

Dispersee	A former refugee, returnee or Ethiopian Somali who has chosen to resettle within Ethiopia rather than in Somalia. An estimated 60 per cent of those receiving the repatriation package choose this option.
Registered for voluntary repatriation / dispersal (Volrepat)	Camp inhabitant who has registered interest in leaving the camp, with repatriation package, but is still receiving rations pending repatriation.
Volrepat.Refuser	Camp inhabitant who has not registered for assisted voluntary repatriation or of dispersal, in the hope of being offered better terms. Refugee who, having registered, refuses to leave, in the hope of better terms. Refugee who refuses to register, with, or claiming to have, well-founded fears of the consequences of repatriation. Refugee who, having registered, refuses to repatriate, with, or claiming to have, well-founded fears of the consequences of repatriation.
Cross border migrant	Traditional pastoral cross-border migrant. Somali who has interests in both Somaliland and Ethiopia, for example a merchant or trader. May travel frequently between Ethiopia and Somaliland.
Internally Displaced People (IDP)	Ethiopian displaced by drought (2000), flood (1999), or insecurity. Large numbers live in or around refugee camps
Economic migrant	Person of any nationality seeking a location economically more advantageous than the present one.
Recycled refugee	One who having been a refugee and abandoned the status, possibly with resettlement package, attempts to re-register. Found in western camps, though no new refugees have been registered in the eastern camps since 1997.
Repatriated refugee	Former refugee who has repatriated, usually, but not necessarily, with a repatriation package. Normally in Somaliland or Puntland, though a few have returned to central and southern Somalia. Dispersees are included in repatriation statistics

Source: field investigations, discussions with WFP staff, partners, refugees and local people

Food security policies are explained in the GoE's 1996 Food Security Strategy document. Through agricultural development the GoE intends to double per capita incomes in 15 years and to narrow the food gap significantly within five years. Strategic targets include: increased rural incomes and employment, with consequent reduction in poverty and vulnerability; improved natural resource management; improved health and nutrition and a safety net programme for women. The principle that "no able-bodied person should receive food assistance without working on a community project in return" is central to The GoE food policy and contributes to the reduction of poverty.

Eradication of poverty is a GoE priority, which in 2000 published the Poverty Reduction Strategy Paper (2000-1 to 2002-3). This paper responded to the finding of the 1995-6 *Household Income, Consumption and Expenditure Survey* showing that average rural income was \$159, that 60 per cent of expenditure was on food, and that 45.5 per cent of the adult population had less than 2200 Kcal. Per day. A 1998 survey showed that 52 per cent of children aged 3-59 months were stunted and that 13 per cent of children aged 12-23 months suffered acute malnutrition. Four elements dominate the poverty reduction strategy: agriculture-led development and industrialisation (ADLI); better governance; decentralisation; and public and private sector capacity building. The ADLI attempts to

address problems of food security, poverty and the smallness of land holdings through: irrigation; marketisation; support to commercial farming; micro-credit; industrialisation; and orientation towards export. Particular problems of dryland agriculture and pastoralism are highlighted.

1.7 Role of Food Aid

The prime purpose is to help to recover and maintain the nutritional, and thus to some extent, the health status of refugees. This is the traditional role of WFP food aid in refugee interventions, and WFP tends to be treated by partner agencies as the supplier of food, whose responsibility and rights end at the extended delivery point (EDP). Food may be used as an incentive to support other activities. Current negotiations on the Memorandum of Understanding (MOU) between WFP and UNHCR, in which nutritional monitoring is not the concern of WFP supports this ration- supplier view of WFP. This narrower, traditional view of the appropriate role for WFP has supporters within the agency itself. The alternative vision of broader and longer term responsibilities for WFP, with the aim of creating or at least helping to create the preconditions for development is more in keeping with the spirit of the PRRO and relates to the activities of WFP as a development agent. Some people within WFP consider that the organisation should not become directly involved in development activities. The mission, however, take the view that WFP should be responsible for monitoring and evaluating activities in which WFP food is used as a facilitator.

1.8 Rationale for WFP Assistance to the PRRO

The following reasons are given in PRRO documentation and in discussions with WFP personnel for the provision of WFP commodities:

- a) The chief aim is to satisfy the food needs of refugees who are without the means to provide for themselves, pending repatriation.
- b) The improved physical and nutritional conditions of the refugees as shown by nutritional surveys indicates that most would be able to repatriate if security and political conditions allowed.
- c) To provide an incentive for Kenyan and Somali refugees to repatriate voluntarily, when conditions in home areas allow.
- d) To provide sufficient food for repatriants to allow their successful and permanent reintegration
- e) To help the successful reintegration of Kenyan returnees, some of who have been in Sudan for as many as thirty years, and to stabilise them in the resettlement area.
- f) To maximise the beneficial impact of food by distributing with the increasing participation of women. Distribution with increased participation by women has the additional advantage of empowering women.
- g) To improve the future prospects of Sudanese refugees, and of those Somalis unable to repatriate, by strengthening education, particularly of girls, through the incentive of school feeding.
- h) To support through food for work activities, the restoration of environments damaged, directly or indirectly, by the presence of refugees and returnees.

The extent to which these justifications have achieved or are likely to achieve their ends is discussed elsewhere in the report.

2. ACHIEVEMENT OF THE PRRO OBJECTIVES

2.1 The Five PRRO Objectives

Objective 1 "to provide refugees with access to basic food to meet their daily nutritional requirements until they can provide for themselves through agricultural activities or through other income-generating activities or repatriation"

WFP has been extremely successful in resourcing the food requirements and delivering them in a timely manner to the camps. The introduction of a new distribution system, scooping directly to heads of families rather than to group leaders, has been a significant achievement in helping to ensure that food delivered is actually reaching beneficiaries. Introduction of the new system was delayed in some camps due to foot dragging by implementing partners (such as the construction of sheds) and difficulties in negotiating the new arrangements with refugee leaders. At the time of the mission, however, all of the camps had implemented the new system. Beneficiaries confirmed to the mission an increase in their rations as a result of the change. WFP should be commended for pushing through the new system with its implementing partners. There continue, nevertheless, to be questions from beneficiaries about the actual weight of unopened sacks of wheat that are distributed to families.

Knowledge of the degree of self-sufficiency among the target refugee population is limited and the mission could not find indications that the nutritional requirements of the refugees have ever been analysed in a systematic way following UNHCR/WFP guidelines. Self-sufficiency was overestimated in the Western camps in the past, as indicated in the 1999 JFAM report. The 1999 JFAM gives a general estimation of 10-15% self-sufficiency in the calorie needs of the refugees in Dimma and Fugnido camps. No quantitative estimation of the degree of self-sufficiency of food (macro- and micronutrients) of different population groups in the other Sudanese and in the Somali camps is given. General rations in the Somali camps are deficient in protein and certain micronutrients. The provision of food aid to Bonga and Sherkole is above the WFP/UNHCR recommendations. Refugees in these camps receive a full ration plus supplementary feeding rations for several population groups. In Bonga additional food is provided through food-for-work and school feeding (Plate 1). The ration in Dimma camp, which is below the average nutritional requirements, indicate that other factors than food, e.g., water supply, access to and quality of health care, also play an important role in achieving a good nutritional status.

Trading of rations is reported and can be observed in all camps. The fact that refugees trade food does not, however, indicate that the general ration is excessive and can be cut. Important reasons for trading are the preference for other cereals and the need of other food and non-food items. Small families seem to be at a relative disadvantage when trading food because their monthly ration is small. The terms of trade significantly deteriorated in 2001 compared to 2000. Trading of food aid is an inefficient way of fulfilling basic needs. Since much of the ration is sold or bartered, measuring whether the ration itself is meeting daily nutritional requirements – as the objective is formulated – is just not possible. Also, the economic efficiency of delivering wheat to distant camps so that it can be exchanged for less costly, locally produced cereals is questionable. On the other hand, the nutritional status of the camp populations is largely stable and the resource transfer of the ration – both in nutritional and cash terms – is certainly contributing to this.

The provision of wheat as the cereal component of the ration does not correspond to the food habits and preferences of the refugees. This results in many of the refugees exchanging wheat for sorghum. Due to similar nutritional values and possibilities of preparation, wheat is an acceptable alternative. For example, boys in Plate 6 are cooking wheat as a snack. However, every effort should be made to provide rice for Somali refugees, and maize or sorghum for Sudanese refugees.

Information available from discussions with WFP and UNHCR staff and members of the Nutrition Task Force (co-ordinated by UNICEF Addis Ababa) in October 2000 and June 2001 indicate food composition and safety problems at the local factory producing the blended food. The quality control system for the locally produced blended food (Famix, fortified biscuits) is insufficient. Few biochemical analyses are made.

Following WFP/UNHCR guidelines and WHO recommendations the fact that blanket and supplementary/therapeutic feeding programmes have been introduced and in operation for a long time indicates a problem with the effectiveness of the general ration. When an adequate general ration is being effectively distributed, there is normally no need for blanket feeding. No rationale is given in the 1999 JFAM report for the blanket feeding in Sherkole and Bonga camps and the fact that no blanket feeding is proposed for Dimma and Fugnido camps.

The specific nutritional requirements of pregnant and lactating women are addressed through the provision of a supplementary food ration once pregnancy is confirmed until 12 months after delivery. This is six months longer than recommended in the WFP/UNCHR guidelines (WFP no date p. 73; UNHCR/WFP (1999), Table 1). No rationale is given for this extension.

“... a temporary supplementary and/or therapeutic feeding programme is justified. However, resources are always limited, and health workers (*and other stakeholders*) should be careful not to allow a supplementary feeding centre to divert attention from the main problems in the population – insufficient or poor-quality general rations or ineffective health services.”

Source: WHO (2000), p. 76

“Blanket SFPs (supplementary feeding programmes) ... are normally set up when the general ration is inadequate.”

Source: WFP (no date), p. 74

“Nevertheless, in many emergency situations, targeted SFPs are often implemented in the absence of an adequate general ration. ... When there are such rationales these should be explicitly stated so that programme performance can be evaluated ... When possible, agency efforts should be expended in improving the general rations provision rather than in establishing SFPs as a counterbalance to an insufficient general ration.”

Source: WFP (no date), p. 75

“SFPs are short-term measures and should not be seen as a means of compensating for an inadequate general food ration. The objectives of the feeding programme should be realistic and should be achieved within a period determined in advance.”

Source: WFP and UNHCR (1999), para. 22

The provision of hand mills for use by refugee women, though introduced early in 1999 before the PRRO started, could contribute to the achievement of two PRRO objectives: improvement of nutrition, by reduction of the need to sell food to pay for milling and creation of income for women. Different milling facilities are available for refugees. The mechanical mills in the camps are insufficient, have technical problems and are expensive to repair and maintain. Refugees must pay for milling services in the nearby villages. They often trade parts of their rations for it. WFP provided manual grinding mills in all camps. However, different constraints (lack of consultation with the refugees, technical problems and complaints that the mills are difficult to turn) hinder the effective use of these mills. Technical modifications have been made and discussions with the beneficiaries about the reintroduction of the mills started. Plastic bags and tins are distributed to refugees but not all refugees receive them. Small families seem to be at a disadvantage.

Recommendations:

- That, with partners, WFP investigate beneficiary self-reliance, coping mechanisms and use of commodities.
- That WFP continue efforts to provide appropriate milling facilities for beneficiaries. If no short-term solution is feasible, the general ration should be adapted to include compensation for the cost of milling.
- That WFP continue to explore the possibility of local purchase of maize and sorghum of appropriate quality.

Objective 2 "to maintain or improve, where necessary, the health and nutrition status of refugees, with special attention to women, malnourished children and others at high risk. Vulnerable groups, such as expectant and nursing mothers, children under the age of 5 and the sick, will be targeted through supplementary and therapeutic feeding programmes."

The results of different nutritional surveys conducted on a more or less regular basis in the camps in the East and West show an improvement with respect to the prevalence of wasting (an indicator of acute malnutrition and/or infection) of under-fives during the project period (see Table 3).

Although the levels of malnutrition in the camps seem to be relatively better compared to the local population and, in particular the 1999/2000 drought affected IDPs, the absolute figures in the Somali region are still high. When using internationally recommended indicators and cut-off points ($W/H < -2$ standard deviations), the prevalence of wasting still indicates a serious situation, and is above the usual level in African populations in non-drought periods. Nutritional surveys do not allow for an analysis of the relative importance and contribution of WFP food assistance in achieving this result compared with other factors such as agricultural production, livestock, trade, other income generating activities, mother and child care, prevalence of infectious diseases, health services, water and sanitation.

The limited information available indicates that stunting (an indicator for chronic malnutrition and/or general deprivation and poverty) was not a major problem in 1999. This indicator should, however, be regularly analysed in nutritional surveys. The determination of

the children's age does not seem to be a problem because children born in the camps have a vaccination card and a birth certificate both indicating their birth date. No information is available about the prevalence of underweight among under-fives, the prevalence of malnutrition among other population groups (adolescents, adults, elderlies) and major micronutrient deficiencies. Health statistics indicate low levels of anaemia. However, no survey has yet been conducted to assess the prevalence of anaemia in a systematic way.

A supplementary feeding programme for the treatment of moderate malnutrition and a therapeutic feeding programme for the treatment of severe malnutrition are in place. These nutritional programmes, like refugee health services can be accessed by local people around the camps. The feeding scheme for the treatment of severe malnutrition in the nutrition centre in the camps does not follow the international recommendations. Weighing intervals for malnourished children are inadequate and there is a need for more systematic and frequent follow-up. Observations in one nutrition centre and discussions with the health personnel reveal that continuous in-patient care of the severely malnourished children through competent family members is a serious constraint to effective nutritional rehabilitation.

Little is known about the use of the supplementary food within the household. Discussions with beneficiaries indicate that the blended food is appreciated by and shared among all family members. Education in nutrition is not yet an organised and standardised activity in the camps. Knowledge of good feeding and care practices among beneficiaries and health and nutrition staff is limited. No educational materials are available at camp level.

Recommendations:

- That WFP, with partners, continue regular nutritional assessments of all under fives in all camps, including indicators for the prevalence of both stunting and wasting.
- That WFP with partners develop a comprehensive strategy for nutritional education of beneficiaries in camps and train health staff in the identification of malnutrition in all population groups.
- That WFP, with partners, continue routine and regular monitoring of distributions of supplementary and therapeutic feeding, with regular reporting in sitreps.
- That WFP, with partners, review current ARRA guidelines for the treatment and follow-up of malnourished children, in accordance with UNHCR/WFP Guidelines.

Table 3 - Malnutrition Rates in Refugee camps in Ethiopia

Somali refugees Camp	Survey date											
	May 1996		August/September 1997		August 1998		November/December 1999		July 2000		January 2001	
	W/H < 80%	W/H < 70%	W/H < 80%	W/H < 70%	W/H < 80%	W/H < 70%	W/H < 80%	W/H < 70%	W/H < 80%	W/H < 70%	W/H < 80%	W/H < 70%
Hartisheikh	17.5	1.7	12.3	3.2	9.4	1.7	26.9	3.4	-	-	6.4	0.0
Kebritayah	20.5	3.3	14.8	2.2	8.2	0.9	28.2	2.8	8.4	0.9	7.7	0.5
Darwanaji	21.1	3.7	17.6	2.1	8.8	1.4	21.1	3.5	-	-	7.5	0.4
Teferiber	17.2	2.0	16.4	1.7	7.0	0.5	25.4	4.2	-	-	7.7	1.0
Camaboker	17.5	1.7	11.3	1.3	11.8	1.0	19.2	3.2	15.0	1.1	7.9	0.0
Rabasso	15.2	2.0	8.5	0.5	6.5	1.0	14.3	0.9	8.8	0.8	8.9	0.8
Daror	16.0	1.5	9.9	1.1	5.9	1.0	15.3	1.0	6.5	0.0	4.3	0.2
Aisha	18.4	2.4	19.2	1.4	15.3	0.4	8.9	1.3	12.7	1.0	4.8	0.2

Sources: Different nutritional surveys conducted in the camps (Data vary among different sources.)

Sudanese refugees Camp	Survey date											
	June 1995		August/September 1997		May/June 1998		November/December 1999		November 2000		May 2001 (preliminary results)	
	W/H < 80%	W/H < 70%	W/H < 80%	W/H < 70%	W/H < 80%	W/H < 70%	W/H 70-80%	W/H < 70%	W/H 70-80%	W/H < 70%	W/H < 80%	W/H < 70%
Bonga	7.8	0.4	14.2	1.6	20.4	1.9	4.8	0.9	3.9	0.3	5.7	0.6
Dimma	6.0	0.4	10.8	1.3	9.1	1.0	9.2	1.0	5.5	0	4.9	0.2
Fugnido	17.6	0.8	27.2	4.2	16.0	2.2	10.5	1.3	5.1	0.5	11.0	0.6
Sherkole	no survey, new camp		13.7	2.7	5.5	0.7	8.9	1.9	3.7	0.5	5.3	0.2

Sources: Different nutritional surveys conducted in the camps (Data vary among different sources.)

Objective 3 "promotion of repatriation and meeting refugees' nutritional requirements during repatriation."

Of the three sets of refugees covered by PRRO 6180, voluntary repatriation of the Sudanese refugees is not at present feasible, nor likely to be in the foreseeable future. During 2000, however, over 50 000 Somalis repatriated to Somaliland or dispersed in Ethiopia. In another form of repatriation, 1 500 Ethiopian returnees were resettled using WFP commodities. By 6th December 2000, and after several delays, WFP food was used in repatriating all the Kenyan refugees from Moyale, some 4,850 in total. WFP provided for the Kenyans the standard package of 150 kg. Wheat; 10 kg. pulses; and 5 litres oil per person. Little of the food was actually loaded onto the repatriation trucks, the rest having been sold at unfavourable prices. The difficulty of transporting such large quantities of commodity may partly explain the extent of these sales.

Voluntary repatriation is the preferred outcome of any refugee situation, and has been the aim of WFP, UNHCR and ARRA since 1997 when it was possible for Somali refugees of the Issak, Gadabursi, Hawiya and Geboye clans to return to north-western Somalia. Table 4, updated to 30 April 2001, summarises achievements in repatriation to Somalia since 1997, and lists targets for 2001. Repatriation figures also include dispersees within Ethiopia.

Repatriation is a process rather than an event. It is a process in which leaving the camp and the journey to the home area are two components only, and repatriation also includes reintegration within the home area. Durable reintegration entails not only support for nutrition during the time in which livelihoods are restored, but also the accumulation of the assets needed to achieve a sustainable livelihood. Without a sustainable livelihood, any shock to their survival system, such as flood, drought, illness, is likely to cause repatriated or dispersed people to return to Ethiopia, or to the remaining camps, or to become internally displaced. In accordance with this view of the repatriation process, WFP has provided food for the voluntary repatriation package primarily to support nutritional needs but also to enable the transition to sustainable livelihoods, whether urban, peri-urban, or rural. The exchangeability of the commodities/assets allows great flexibility in this respect and repatriated and dispersed people are thus allowed freedom in their choice of livelihood. In addition, the food package may provide a strong incentive to repatriate.

Table 4 - Repatriation and Dispersal from Somali Refugee Camps in Eastern Ethiopia (up to April 30th 2001)

Camp	Yearly Repatriation / Dispersals						Dispersals	April 30 Population
	1997	1998	1999	2000	2001 Projected	Total		
Hartisheikh A & B	6,043					6,043		
Hartisheikh A		9,797	15,766	5,985		31,548	848	11,488
Hartisheikh B		9,005				9,005		
Darwonaji	2,547	13,166	1,881	16,426	462	34,020	2,143	8,238
Teferiber	2,661	15,896	1,343	16,282		36,182	5,045	12,819
Camabokor			2,000	4,000	2,500	6,000		19,849
Rabasso			2,000	3,000		5,000		11,811
Daror				5,800	2,500	5,800		25,650
Kebribeyah								11,634
Aisha								13,944
Annual Total	11,251	47,864	22,990	51,493				115,433
GRAND TOTAL					5,462	139,000	8,036	115,433

Source: UNHCR, Jijiga S.O.

Because the PRRO repatriation activities accord well with the broad realities of repatriation in the present context, they are effective, relevant and appropriate for the Somali refugees.

In its partnership with UNHCR and ARRA, WFP supports the plan that repatriation will accelerate and that by the end of 2002 all the Somali camps with one exception will have closed. It may, however, be difficult to repatriate the Issa of Aisha Camp, whose home area is contiguous with the politically sensitive Djibouti border of Somaliland. It is not likely that it will be possible to close Kebribeyah, which has a population mainly of Merehan and Harti, dominantly from central and southern Somalia.

To facilitate repatriation, though independently of PRRO 6180, WFP and UNHCR support the restoration of physical and social infrastructures in Somaliland. The IGAD/UNDP/UNHCR Draft *Regional Umbrella Programme* of February 2001 deals with repatriation, rehabilitation and reintegration within the Horn Of Africa, and at a broader scale, has the same objective. In fact, progress in repatriation to Somaliland has not been as fast as hoped. Including dispersals within Ethiopia, slightly more than 50 000 of the intended 67 000 were repatriated in 2000. Partly this delay in repatriation is because Somaliland is also a refuge for Somalis from as far south as Baidoa and Mogadishu; partly the delay was due to UNHCR funding difficulties and partly the delay is due to refugees' real or pretended fear of return to an unstable political environment. WFP has been able to preposition all the requested VOLREP food commodities, but other factors external to WFP slowed the repatriation process. Some of these factors are:

There have been protracted negotiations over whether the repatriation travel package should be nil, \$10 or \$15.

- UNHCR activities are being limited by reduction in funding.
- Refugees, in particular the Gadabursi have expressed concerns about violent conflict and threats to personal and clan safety in Somaliland.
- Refugees have also argued that the economic situation in Somaliland is unpropitious and that there has been drought in Somaliland.
- There have been claims that a disagreement between Somaliland and Djibouti could lead to conflict.
- There has been uncertainty about the outcome of the referendum in Somaliland.
- There have been questions about the trafficability of access roads.

Other factors continue to deter refugees from agreeing to repatriate, even though high numbers had originally registered.

Some 8 036 of the 51 493 leaving the Somali camps in 2000 were known to be internally dispersed in Ethiopia. This is not a high number considering that many of the camp populations, particularly in Teferiber and Darwonaji originated from the camp localities and that the package is identical for both dispersal and repatriation. It seems likely that as many as 40-60 per cent have stayed in Ethiopia or quickly returned. In view of the complex nature of Somali ethnicity, (see 2.4) and provided that the result is durable, that is, that the people do not become destitute or dependent on aid, the mission considers that dispersal is as acceptable as repatriation. The mission is concerned, however, that not much is known about the outcomes for dispersed people and that it is likely that, for an unknown number of dispersees, dispersal is not a sustainable solution. The sustainability of the dispersal modality should be addressed during the design phase of the project and monitored during the implementation phase.

Recommendations:

- That WFP continue the provision of nine-month repatriation packages for eastern camps, but assess the need for nine month rations, including processed food in future repatriations.
- That WFP, as recommended in the 1999 JFAM, investigate the ways in which the former refugees use repatriation rations in restoring their livelihoods.
- That WFP, with partners, review the sustainability of the dispersal mode of repatriation.

Objective 4 " to improve and protect the environment and improve physical infrastructure in refugee-impacted areas through the implementation of appropriate programmes."

Sudanese refugees have been in the Gambella area for nearly 20 years and Somali refugees on the eastern border for up to 15 years. The continuous presence of concentrations of tens of thousands of people in camps has caused an intensification of environmental degradation in environments, which were previously only sparsely peopled. In addition to the camps themselves, peri-camp populations, since 2000 in the Somali case including many drought displaced people, have been attracted by the livelihood opportunities offered by the camps (see 2.5). Several forms of environmental and infrastructural degradation have ensued. Refugees and others have cut woody vegetation for fuel, resulting in areas of up to 25 km squared near Somali camps, with virtually no trees; some wood is collected from as far as four hours walk from Somali camps. Similar pressures affect western camps, particularly seriously on steep hill slopes, as near Bonga Camp, where refugee farmers' fields have cleared land for agriculture. A third impact is through grazing and browsing by animal herds. In each case not only are trees and grass lost but erosion and depletion of soil quality will follow. Plate 5 shows erosion of the deforested river bank near Bonga Camp.

Near Somali camps, the peri-camp settlements have interfered with small-scale traditional water collection systems *birkas*, reducing water availability and quality for local people. Hunting and fishing have depleted food resources for local people near Sudanese camps and refugees and local people compete for scarce resources such as water and fodder in both areas. Finally, the heavy transport of commodities and repatriating refugees has caused deterioration of unsurfaced *murrām* roads particularly during the rains; and runoff from roads has caused large and invasive gullies to form in the Somali area.

UNHCR had been supporting environmental restoration since 1997 in the eastern area, but funding difficulties threaten their continuing participation. WFP has responded to environmental degradation through the PRRO using Food for Work (FFW). As yet FFW forms a small part of PRRO 6180 but WFP has many years experience of FFW, which forms a significant component of the Country Programme through Development Unit Project 2488. Their experience of environmental restoration programmes in Ethiopia has shown that quick, easy and sustainable results cannot be achieved.

Proposals were made for pilot environmental recovery projects near the western camps in January 2000 and work started in October 2000 on a tree nursery, plantations, armoured waterways and soil bunds near Dimma Camp, with ARRA, NRDEP and Dimma Woreda Council as partners. Work was available for both men and women. Two members of the mission were able to inspect this work. The digging of pit latrines in Dimma town was abandoned, however, because the public were not interested. In January 2001 there were further FFW

proposals for firebreaks near Fugnido Camp and road rehabilitation 11 km from Gambella. A member of the WFP development unit gave technical advice for the Dimma Camp work in February. WFP will support environmental work in the area of Fugnido Camp during 2001.

WFP JSO had discussions with UNHCR and Bureau of Agriculture (BoA) in April 2000 to formulate plans for environmental restoration work to provide FFW for 3000 beneficiaries and a WFP consultant gave technical advice in July. In October WFP supported trainings in soil and water conservation (SWC) and Local level participatory planning (LLPP) and agreed to provide non-food items and to warehouse the food. ARRA did not sign the MoU until February, and work was eventually started at Chinacksen Reintegration Site in March. Two members of the mission were able to inspect the Chinacksen terracing and tree planting. As late as May 2001, work had started at one site only, though it had been planned for five Jijiga sites and is being negotiated for implementation by Hope for The Horn, a local NGO for the Aware sites.

Delays in starting the implementation were frustrating for WFP but environmental recovery is a slow process with little being achievable in the time-scale of one PRRO, though it was sensible to seek to build on UNHCR -initiated activities. It would be counterproductive to attempt implementation without the development of human assets, such as the necessary technical skills. Some of the technical aspects of work done have been questionable and partners need training. This takes time, as does the negotiation of working agreements with local people. Without a sense of ownership, perception of the real value of the environmental hardware and meaningful participation in design, the maintenance of physical assets is improbable. As examples, maintenance of trees in open access pastoral land is particularly difficult and farmers will not maintain terraces/benches/waterways if they do not believe them to be beneficial. Continuing negotiation still needs to be carried out to ensure sustainable management practices, whether communal or private, for the created physical assets. It is fortunate that in the Development Programme WFP has a range of appropriate knowledge and skills to transfer to PRRO partners, who have technical and organisational limitations. Refugees and local people have shown enthusiasm in the early stages and there are some evidences of success in both tree planting and SWC. Although WFP does not implement FFW activities, it monitors the implementation of such activities and WFP field monitors elsewhere in Ethiopia have rapidly acquired evaluative skills in this field, suggesting that adequate monitoring is possible for PRRO activities. It would be naïve to expect great physical achievements in two years of environmental restoration. WFP has recognised its technical limitations in, for example, large-scale gully control but acknowledges the need to develop a sense of ownership.

Recommendations:

- That WFP continue to support the environmental restoration of areas impacted through activities associated with the presence of refugees, and continue the training of WFP and implementing partner staff in participatory planning.
- That WFP negotiate with local government, local communities and implementing partners for the design and implementation of sustainable land management policies, based on a sense of ownership of the created assets.

Objective 5 "to maximise the impact of food assistance particularly on vulnerable groups by ensuring that women participate in a meaningful way in food management and food distribution"

This objective is based on the assumption that women's participation in food management and distribution improves the impact of food assistance particularly on vulnerable groups. The hypothesis has never been tested. A further difficulty in judgement of success is the nebulosity of "in a meaningful way" In fact, no activity was formulated during project preparation to achieve this objective: a weakness of the project planning and preparation process. During project implementation, however, there has been some attempts to include women in food management and distribution. Under the new distribution system, more women became scoopers and thus gained access to income. In places where Food Distribution Committees exist, women are members of such committees. In the eastern camps, women-only Food Distribution Committees were proposed by WFP and recently accepted by ARRA after long discussions. These committees have specific terms of reference and will be compensated with FFW. The achievements of these committees are mixed and depend on the support that they get from ARRA camp staff. No indicator was formulated for the monitoring and evaluation of this objective. Based on available information, it is not possible to evaluate fully the extent to which this objective is met.

Recommendation:

That WFP revise the formulation of the objective to allow identification of appropriate activities.

2.2 Appropriateness of Rations

The analysis in chapter 3.1 (objectives 1, 2, 3 and 4) reveals that from a nutritional point of view the appropriateness of the food rations provided by WFP could be improved. Lack of knowledge of the use of and the control over the use of the general ration within the households limits knowledge about the appropriateness of the rations. The different rations were proposed during the last JFAM mission in April/May 1999. No changes have been made since then. A new JFAM mission is scheduled for August 2001. The rationale for the introduction and the composition of the food ration for blanket feeding is not always clear. The composition of the ration for supplementary feeding follows WFP/UNHCR guidelines and the mission considers it to be appropriate. In one camp refugee women report that the premix (Famix/CSB + sugar + oil) is given only when "visitors" are present (WFP staff are seen as "visitors".) Composition of the ration for therapeutic feeding should be revised in light of the WHO guidelines on the management of severe malnutrition. There is no need for biscuits. The FFW ration of 3 kg of cereals corresponds to the payment in Ethiopia recommended by DPPC for FFW/employment generation schemes. This ration is both a nutritional and an income transfer and the mission considers the quantity of the ration to be adequate. Where feasible, the commodity choice should follow beneficiaries' preferences. The school feeding ration (100 g of Famix + 25 g of sugar) provides a reasonable snack for the pupils, which is additional to the general family ration. Pupils like the porridge. Sharing of the ration is observed. The project claims that the introduction of this ration led to a marked increase in enrolment and decrease in the number of absentees in the primary school. However, it is too early to draw definite conclusions.

Recommendations in relation to this section are included above in reviews of PRRO objectives.

Additional recommendation:

- That WFP continue to monitor closely the effectiveness of school feeding in increasing and maintaining the enrolment of both boys and girls in schools, informal schools and pre-schools.

2.3 Use of Assets Created

Assets created in fulfilling the objectives are of two sorts: either human assets such as health, nutritional status and skills; or physical and tangible assets such as plantations or tree nurseries. Though the Mission believes that human assets are essential in achieving the aims of the PRRO, comments here are restricted to the tangible physical assets. Section 3.1.4 reviews some of the assets created. The delayed start of implementation of this part of the programme has meant that achievements have been limited. Most of the created assets for example, trees planted, trees protected, terraces constructed, will yield benefits in the long rather than the short run. Even so, benefits are evident even within a few weeks. For example, refugees, because they can see the advantage, are carefully tending shade trees planted in Bonga Camp; near Dimma Camp, the benefit from construction of soil bunds has shown in visible increased plant growth in areas where moisture is better retained.

2.4 Unintended Effects

Unintended effects of each of the five objectives both positive and negative are uncertain and difficult to measure. Designers of PRRO 6180 almost certainly anticipated, without being explicit, both positives and negatives. Broadly speaking one can assume that the intended and unintended nutritional effects will be rapidly apparent, while the physical effects of environmental rebuilding will be delayed. Three examples of mixed positive and negative or debatable effects are spillovers to local people, food trading and dependence. It is in the nature of economic and social activities and the moral economy that benefits received by one group may spread to others. In both eastern and western camps refugees have a duty to clansmen. Undoubtedly IDPs in the east and newly arrived, but as yet unregistered, arrivals in the west gain in this way. Impoverished IDPs gain by selling (environmentally destructive) fuelwood to refugees, who pay by selling some of their ration. Local merchants gain at the expense of refugees: that they buy WFP-provided food at half the normal market price is, surely a negative effect. Selling of rations is nutritionally undesirable, particularly for the nutritionally vulnerable, but allows choice, at least to the person who gets the money (gender? age?). Ration sales empower some people, and to an extent allow a sense of normality and ownership of a refugee's destiny, part of the recovery process and a move towards development. Whether provision of food for any of the objectives leads to dependence or can lead to independence is subject of an important ongoing debate beyond the scope of this report.

The Mission is aware of some possible unanticipated negative effects of the five objectives. The empowerment of women in the context of management structures set up for relief aid may be a short-term phenomenon since women may have to return to traditional roles and to earlier power relations on repatriation. Repatriation or dispersal may return refugees, encouraged by the repatriation package, to an ultimately more risky and less sustainable livelihood or to various forms of insecurity. If environmental protection schemes should fail, for whatever reason,

participants may be disillusioned about the possibility of sustainable environmental improvement. Similarly, all parties are likely to be misled and ultimately disillusioned through activities based on the view that environmental problems can be solved by technical fixes rather than socially based solutions.

2.5 Effectiveness, Timeliness and Relevance / Appropriateness of the PRRO Activities

More than 95 per cent of the food requirement over the PRRO is for relief activities (general ration, supplementary, therapeutic and blanket feeding and for the voluntary repatriation ration). Less than five per cent of the total food is required for recovery activities (school feeding and environmental recovery). The findings below relate to these two broad areas of activity.

Effectiveness

The feeding programmes, though with some qualifications mentioned elsewhere in this report, have been effective in maintaining the nutritional status of the beneficiaries, including refugees and returnees, but also to some extent, IDPs and other local people. Similarly, the repatriation ration has supported repatriated refugees and dispersees during their livelihood recovery process, and it has been an incentive to repatriate or relocate. In recovery activities, the effectiveness is not so clear. It is difficult to assess the extent to which school feeding leads to increased attendance generally, or that of girls in particular. Many other factors known to WFP influence attendance rates. It was clear though that the school meal was much appreciated, it is unlikely that it would impair nutrition or health. The meal is supplied only to attenders and it is difficult to see how school feeding could lead to dependence. Environmental recovery activities are having some effect, but it is too soon to assess their medium and long term effectiveness. The effects of relief activities involving nutrition, tend to be rapid, those of recovery activities, longer term and more debatable.

Timeliness

The timeliness of relief activities has been excellent, reflecting WFP's agile response to the Djibouti port problem, the efficiency of current transport arrangements in Ethiopia and the good current level of funding of the PRRO. Recovery activities were slower to get under way, even though WFP moved quickly at the start of the PRRO to investigate feasibility, suitable activities, carry out trainings and find suitable partners. The slow start to implementation of FFW reflects the slow response of some partners, though a precipitate start is inadvisable when community information, motivation, participation and training are essential pre-requisites. The school-feeding programme is being extended. There have been practical problems of continuity relating to water supply and the nature of the school meal.

Relevance

The needs for, and by extension, justifications of general ration, supplementary and therapeutic feeding programmes are discussed in sections 3.1.1 and 3.1.2. It is appropriate to discuss here in more detail the relevance of the school feeding programme, which is part of the recovery element of the PRRO. School feeding has long been an important element of the Country Programme in Ethiopia and WFP investigated the feasibility of school feeding in the western camps in April 2000. WFP concluded that, for practical reasons, for example relating to water supply, different programmes would be appropriate for different camps. These problems of water supply have interfered with the delivery of the programme at Bonga, but the Mission were able to witness the distribution of food. Education is arguably the most valuable resource that

can be provided for beneficiary children if they are to achieve sustainable futures. For the poorest, it may be the best hope of an escape from the reproduction of their poverty. Education is a one-off opportunity. Therefore, an incentive for children to attend school is very relevant for their futures, particularly for the poorest, who are least likely to attend without compensation for loss of earnings. It is, however, difficult to demonstrate that school feeding has in fact had a large impact on attendance. The survey of the *Feasibility of School Feeding* (April 2000) showed that many factors other than their need to work for income or to supply subsistence necessities influence school attendance, particularly that of girls.

Environmental rehabilitation FFW is relevant in allowing the possibility of an income for the poor and, if the projects are successful, as a recompense to local communities for the damage to their environmental support-base.

Appropriateness

Relief operations serve the needs of the intended beneficiaries and inevitably the food needs of local unintended beneficiaries. Some of the latter like IDPs may have as great a need as the refugees and are difficult to distinguish from them at registration. The food supplied was nutritionally suitable but the evidence of exchange or sale in order to buy other commodities showed that it was not the preferred food of many beneficiaries. Environment-related FFW activities are to an extent, the expected ones, almost from a checklist. Sensibly, WFP has given work for large numbers in activities that allow participation of women and men, do not demand unattainably high levels of technical knowledge or skills and do not require the use of expensive machinery. To this extent they are appropriate to the communities. It is hoped that the delivery of the activities will be continue to be improved using the participatory community-based methods in which WFP has provided training and with a reflexive developmental approach. Their appropriateness will be judged ultimately, and well beyond the timeframe of PRRO 6180, on their technical effectiveness and on the extent to which communities have developed their own environmental management capacities.

3. PRRO RECOVERY STRATEGY AND DESIGN

3.1 The PRRO Category

The policies and guidelines for the PRRO, as found in the WFP policy document *From Crisis to Recovery* (WFP, April 1998) and *Guidelines for the Preparation of a PRRO* (WFP, January 1999), are largely appropriate for the design and implementation of the Ethiopia PRRO 6180. In particular, the long-standing nature of the refugee situation in Ethiopia meets the criteria for the PRRO programme category. In the case of long-settled as well as newly arrived Sudanese refugees in the East, for whom repatriation is at present a distant hope, the PRRO category is particularly applicable with regard to strategies to build self-sufficiency and encourage coping mechanisms. For the Somali refugees in the East, for whom some form of repatriation is ongoing or imminent, the PRRO category is applicable with regard to encouraging sustainable resettlement.

The guidelines and policy directions of the PRRO category, however, are only partially reflected in the design and implementation of the current operation, particularly with regard to the preparation of a recovery strategy and especially for the operation's repatriation component. PRRO 6180 incorporates a number of "developmental" approaches, such as school feeding, protection of the environment in refugee-impacted areas and, more recently, assistance to re-integration of dispersees, that are in line with the protracted relief and recovery elements

emphasised in the new PRRO category. However, without a more thorough attempt to incorporate the guidelines, and especially to develop a more fully articulated recovery strategy, the connectedness of these activities to broader strategic aims is unclear, the development of effective and realistic partnerships is difficult, and their impact is likely to be haphazard or marginal.

There are, however, impediments in Ethiopia to simply adopting wholesale the PRRO programming category for an operation that historically targets only the refugee population. In the case of Ethiopia, the long-standing PRO implementation arrangements (i.e., through the government implementing agency, ARRA, which has a mandate for refugees) would make it difficult to implement a PRRO for refugees that also encompasses a more holistic view of the host-population and its environment (as prescribed by the PRRO Guidelines). ARRA does not have the mandate for, nor is it necessarily equipped for, the implementation of recovery activities that target non-refugees.

In particular, ARRA are not able to address the needs of dispersed refugees, some of who remain near the camps or become displaced elsewhere in the Somali Region. However, the established implementation arrangements for refugees, for emergency relief interventions and for development assistance are quite distinct. Building linkages between these three distinct implementing regimes would be extremely difficult. For this reason, it is in the interest of WFP to keep the PRRO strictly focused on refugees. Should the dispersees who remain in Ethiopia meet the eligibility criteria for future WFP food assistance, they should be integrated into other WFP interventions (possibly through new or ongoing EMOPs or their successor PRROs; or through the development programme) using the appropriate implementing partners such as the Disaster Preparedness and Prevention Commission (DPPC), regional and local government and NGOs).

3.2 The PRRO Recovery Strategy

Important elements of a recovery strategy have been incorporated in the design and implementation of PRRO 6180, principally through JFAM missions and contingency planning undertaken by the Country Office (CO). The CO should be commended for striving to incorporate, through pilot schemes, more developmental approaches to its refugee's assistance. The recent secondment of an international officer from the CO Development Unit to the Refugee Unit is another positive development. Finally, the CO has taken some positive initiatives in trying to bring some elements of a regional strategy into the PRRO through contacts with WFP Somalia.

Commendably, the CO has recently begun a regular, comprehensive contingency planning exercise covering a 6-month period. This includes contingency planning for possible refugee influxes. The current contingency planning exercise (July – December 2001) indicates a medium to high probability of conflict escalation in Sudan that could result in the arrival of additional refugees. The exercise identifies borrowing from existing buffer stocks and the possibility of borrowing from the government Emergency Food Security Reserve (EFSR) as the primary strategy for meeting unexpected needs.

The PRRO document makes reference to contingency planning as part of its Risk Assessment, again identifying the continuing influx of Sudanese refugees -at the rate of 1000 per month- as the most likely scenario. The PRRO budget includes a buffer to meet the needs of 43,000 additional refugees. In addition, significant carryover stocks from PRO 5241.03 mean that even greater influxes or unforeseen needs could be covered without a budget increase by calling

forward commodities in advance against confirmed pledges, again borrowing from other WFP operations or the EFSR if necessary.

The increase in repatriation numbers among the Somali camp population, prompted by the decision to accelerate camp closure, was not included in the contingency planning exercise. There is considerable concern that camp closures could significantly increase the number of food insecure and vulnerable households living within the Somali region. This scenario has not been addressed in the CO contingency planning.

Through effective pipeline management, the CO has not needed to borrow significant quantities, even for the nine-month repatriation packages.

The other main tool employed by the CO for developing strategy within the PRRO, including opportunities for recovery, is the Joint WFP/UNHCR Food Needs Assessment Missions (JFAM). The JFAM is fielded irregularly, but usually not less than once every two years. The last two JFAMs in Ethiopia were held in April/May 1999 and in November 1997. As described in the Guidelines for the JFAM, however, the main purpose of the exercise is operational and not strategic. The JFAM should agree on: beneficiary numbers; modalities of assistance; composition of the basket; ration size; and duration of assistance.

The April/May 1999 JFAM briefly addresses “durable solutions”, “coping mechanisms” and “potential for self-reliance”. The JFAM is an important tool for verifying findings of studies, for verifying underlying assumptions about the PRRO and for identifying potential problems and the need for actions on the part of the CO. For example, it points to the need to increase coordination between the WFP and UNHCR sub-offices in Jijiga and Hargeisa. Likewise, it identifies the severity of environmental damage around the camps and the need for rehabilitation as a priority issue. However, on its own, the JFAM does not provide an overall strategic view or direction. On the issue of repatriation and sustainable resettlement by refugees, and the fact that a significant percentage of those receiving the repatriation package (by some estimates in the range of 60%) are not actually returning to Somalia, the JFAM does not comment. Those refugees who have received the repatriation package and have been offered transport to the Somali border are counted as “repatriated”.

Contrary to the PRRO Guidelines, there has been no attempt to articulate a comprehensive recovery strategy during the design phase of the PRRO, which could subsequently be reviewed and modified over the life of the project in order to maintain its relevance with changing circumstances. This is unfortunate since an expansion of the repatriation and re-integration of Somali refugees in the East had already been foreseen at the time the operation was prepared. How ex-ration-card-holders, whether settled in Ethiopia or Northwest Somalia, will survive, or whether they may require future WFP assistance beyond the repatriation grant, remains a key strategic issue. The linkages with regional WFP activities, whether feasible or not, should likewise have been covered through the development of a comprehensive recovery strategy. The linkages with WFP’s development programme in Ethiopia, which have been helpful for providing advice on environmental rehabilitation, could have been more fully developed.

There is no well-developed recovery strategy. This can partially be explained by the fact that, although WFP headquarters prepared and issued to COs the *Guidelines for the Preparation of a PRRO* (January 1999), there was no structured training or follow-up to ensure that the policies and guidelines of the PRRO were well understood by country office staff. This is in contrast, for example, to the FAAD training now being given. Nor did the Regional Bureau itself insist on more significant investment in preparation of the PRRO – through, for example, the fielding of

competent headquarters staff or consultants to assist with project preparation. The fact that WFP activities are not discussed in a regional context in the PRRO, and possible linkages explored, appears also to be an oversight of the Regional Bureau. Discussions at the PRC (6 October 1999) did make passing reference to the need to follow the PRRO Guidelines but did not mention the lack of a strategy in the document.

Despite the EB approval of the policy paper, *From Crisis to Recovery*, and the availability of the Guidelines, PRRO 6180 was largely seen as a continuation phase of PRO 5241.03. Planning and preparation for the PRRO was begun too late to develop a recovery strategy. A newly arrived international officer was tasked, under severe time constraints, with preparation of the new PRRO document. These constraints were compounded by the fact that other key units of the Country Office who should have contributed to the preparation of a recovery strategy, the Development Unit, the VAM Unit and the Emergency Unit, were heavily pre-occupied at the time with WFP's response to a major drought.

No "strategic planner", as recommended in the PRRO guidelines, was fielded for preparation of the PRRO. Nor were existing CO staff with a combination of development and emergency experience and planning skills, again as suggested in the Guidelines, assigned full time to the planning. The CO Development Unit has (until the recent secondment of a JPO to the Refugee Unit) supported the PRRO, but on an ad hoc basis.

The PRRO document does not discuss linkages with the CSO (prepared in 1993) or the Country Programme (1998 – 2003). Objective 1 of the Country Programme is "to increase investment in soil and land protection, water harvesting and afforestation as a means for improving food security". The environmental initiatives in the PRRO for refugee-impacted areas and resettlement areas have similar objectives. On the ground, the CO is trying to build linkages, but the connections in practice are uneven.

The result is an operation that has remained focused for the most part on care and maintenance, while recovery elements, contributing to building sustainable livelihoods for the repatriated and dispersed and the encouragement of self-reliance in the camps received less attention and support. Potential opportunities for recovery may have been lost.

The efficiency of the care and maintenance (relief) side of WFP's assistance under the PRRO should not be under-valued. This is a crucial function that keeps vulnerable refugees alive. The recovery strategy, however, is not fully developed. In fact, a fully developed strategy might have concluded that modest and efficient objectives were appropriate for the PRRO and that significant and sustainable recovery activities in the context of the PRRO were not feasible. Without the development and articulation of a strategy, though, the overall direction of the PRRO is not clear and the recovery objectives of the PRRO category have not been fully met.

4. FINDINGS AND RECOMMENDATIONS ON THE PRRO CATEGORY AND ON DEVELOPING THE NEXT GENERATION

WFP Ethiopia has shown commitment and competence in responding to the challenges of working in a complex protracted refugee situation and with a new programming category. Donors have strongly supported PRRO 6180, even though some of their representatives in Ethiopia were not familiar with the programme objectives and activities. WFP have successfully carried out the relief operations, which have been the dominant element of the PRRO, and with particular successes in logistics. Despite some delays and difficulties, not the responsibility of WFP, the repatriation/dispersal operation, supported by WFP food, is reducing the need for

long-term relief. Some progress has been made in starting up recovery operations and it may be possible to emphasise these more in the next PRRO, if, when and where conditions allow. The recovery operations initiated have indicated the potential for long-term, sustainable, beneficial effects in both social and physical environments, but will need support beyond the successor PRRO and, indeed, beyond the PRRO system itself. At some stage, and preferably soon, arrangements will need to be made for the hand-over of these activities to other systems of support, in communal structures, by local government and by NGOs.

Recommendations on the Development of the Successor PRRO

- That PRRO 6180 should be continued.
- That on the basis of successful WFP achievements in PRRO 6180, WFP CO continue their work on the preparation of a successor PRRO, to be prepared strictly according to the Guidelines for the Preparation of a PRRO
- That at an early date the CO should organise a workshop of not less than three day's duration, and with the participation of an experienced external facilitator, to develop a logical framework (logframe) for the future PRRO. This logframe should be developed with wide participation of staff in the CO and SOs. Staff of other CO units, particularly VAM and Development, should be fully involved. The logframe must be produced by, and not for, WFP Ethiopia and should be annexed to the successor PRRO document.
- That the WFP Regional Bureau should seek to manage the regional dimension of the closure of the eastern camp closures and repatriation, and consider how best to ensure complementarity of the WFP operations in northern Somalia and Ethiopia.

5.0 FACTORS AFFECTING THE EFFECTIVENESS AND SUSTAINABILITY OF THE PRRO

5.1 Assessment and Targeting

Use of VAM

WFP Ethiopia appointed its first Vulnerability Analysis and Mapping (VAM) Officer in 1994. Since then the VAM facility has considerably extended. The unit currently has four members, who work in vulnerability analysis, studies of poverty and hazard, emergency needs assessment, early warning, contingency planning, capacity building, information management and monitoring. Some of the VAM activities such as evaluation of land and soil conservation, training of food aid monitors and contingency planning are of very direct relevance to the PRRO. The VAM unit has prior involvement in other activities and programmes but could contribute significantly to the both preparation and implementation of PRROs.

Recommendation:

- That support for the PRRO should become a higher priority in VAM activities.

Other Assessment and Targeting Tools

UNHCR and ARRA are responsible for the registration of refugees and the issuing of ration cards to the registered persons/households. All households and persons possessing a ration card are entitled to the general ration. The previous system of distribution via group leaders led to significant diversion of food; distribution directly to heads of household has led to a more transparent and equitable distribution. A variety of methods are used for the assessment and needs of the situation of the refugees. Nutritional assessment methods are discussed in detail in findings on Objectives 1 and 2. Periodic JFAM missions assess the refugee numbers, using UNHCR registration and revalidation exercises, and also assess food and other needs of the refugees. The mission is, however, of the opinion that the decisions about ration levels and needs made by the 1997 and 1999 JFAM missions were arbitrary (see 3.3.1). Household surveys in the camps and local villages around the camps provide information on the living conditions and livelihood systems of the populations groups covered by the PRRO. The quality of the surveys varies and the Interchurch Aid household survey in the western camps was poor, so that the results are of limited value for decision-making. Nutritional status is more or less regularly assessed and analysed through nutritional surveys in the camps, though there are differences between camps in the frequency of survey.

ARRA health staff in the camps are responsible for a targeting system intended to reach nutritionally vulnerable groups. Nutrition surveys indicate, however, that coverage of the supplementary and therapeutic feeding programmes is low. Health and nutrition staff in the camp ensure regular weighing of under-fives, in association with the blanket feeding programme, to identify malnourished children: The identification of malnourished children is more difficult in camps without blanket feeding. Sample surveys are conducted every two months in Dimma camp and every six months in Fugnido camp. There is, however, a high risk of overlooking malnourished children.

Information on the regular assessment of the nutritional status of children aged 0-6 months is contradictory. Some informants said that regular assessment is ensured through regular MCH services, using the growth monitoring charts, others say that in practice this does not occur. New arrivals in the Sudanese camps sometimes wait for several months before they are registered and receive their ration card. The targeting of new arrivals needs more attention in order to avoid their dependence on the sharing of the rations with other families thus degrading their nutritional situation in turn. Limited information exists on the special needs of unaccompanied minors and other vulnerable groups such as orphans and handicapped people.

Recommendation:

- That WFP continue to monitor and work with partners to achieve the rapid registration and issue of ration cards to new arrivals.

Monitoring and Evaluation Systems

The CO acknowledges that the PPRO lacks a well-articulated M&E plan, though a number of indicators are listed in the PRRO document. SMART indicators of success are not, however, consistently linked to and logically derived from the PRRO objectives. Consequently, monitoring processes emphasise activity level outputs rather than higher-level outcomes and results. For example, information on the numbers of refugees and beneficiaries in the different supplementary feeding programmes is provided regularly, but there are no indicators allowing the monitoring of project effectiveness and efficiency. Thus, no systematic information is

available on the duration of stay of malnourished children in the therapeutic and supplementary feeding programmes.

Monitoring and reporting of the effectiveness of various recovery activities undertaken through the PRRO, for example school feeding and FFW activities in support of environmental rehabilitation, need to provide further details. The SOs provide monthly Sitreps for the CO, describing basic operational activities undertaken by the SO and information relevant for early warning.

The considerable expansion in the number of field-level staff working on the PRRO has notably strengthened WFP monitoring capacity at the camp level. WFP staff and the mission view this as positive. Refugees also appreciate the presence and increased visibility of WFP staff at the camp level, especially during food distributions. The mission does, however, note a tendency to equate “routine” monitoring with presence for distributions of the general ration. In contrast monitoring of distributions of supplementary and therapeutic rations is insufficient. Furthermore, WFP staff do not systematically and consistently follow up during the post-distribution phase to better understand the role of WFP food aid within the broader coping strategies and livelihood systems of the refugees. This failure hinders the development of appropriate indicators for the shift towards more recovery-oriented activities.

A Netherlands NGO, Interchurch Aid carried out a baseline survey in the Sudanese camps, to gain a better understanding of the household food security situation. This was clearly a laudable undertaking, though the mission, the CO and Sub-office Gambella (SoG) consider the quality of the research and resulting analysis to have been poor.

Refugees interviewed in one camp appeared not to know how to register complaints and problems associated with the change to the new food distribution system (to heads of households). Although the Chair of the Refugee Committee claimed at one camp to have advised the WFP field monitor, neither the food monitor assigned to the camp nor the SO were aware of the problem.

Recommendation:

- That WFP strengthen post-distribution monitoring to allow better assessment of the achievement of objectives, indicators for the transition from relief to recovery and, for example, beneficiary perceptions of the distribution system.

Reporting

The ARRA reports regularly to WFP through a number of routes, but not in full compliance with the terms set down in the MOU signed in August 2000. ARRA provides regular monthly reports on food receipts and distributions at camp level to the SOs. These data are then used by the SO as input to the monthly sitreps for the CO. The ARRA also provides quarterly reports for UNHCR and the WFP CO, giving details of food utilisation and beneficiaries in the supplementary feeding programmes in all camps. Data contained in the ARRA Quarterly Reports are not currently gender-disaggregated for the under fives; but SO food monitors are able to obtain gender-disaggregated data on supplementary feeding programmes from ARRA at camp level. The SO attach these data to the monthly Sitreps. Whereas ARRA is able to report on global camp populations and number of households registered in the camps, it is not presently

able to supply data directly to WFP on the number of households and beneficiaries actually collecting food rations at the camp level from the general distributions. Joint UNHCR/ARRA/WFP field visits have taken place on average every three months and are usually undertaken in response to a specific need. These joint visits have been found useful for management purposes. NFRs are prepared as needed but not as a matter of routine. No formal joint monitoring plan exists, and the Annual Plans of Action foreseen in both the UNHCR/WFP 1997 MOU and in the PRRO document have not been prepared.

Recommendation:

- That WFP review with ARRA and amend the monitoring formats for field visit reports to complement quantitative reporting with qualitative reports relating to the achievement of project and programme objectives. This information should be incorporated in sitreps.

5.2 Connectedness and Sustainability: Programmatic Linkages and Partnerships

Programmatic Linkages with Other WFP Activities

Observations on programmatic linkages are included in section 4.2 The mission saw little evidence of explicit strategic linkages between the PRRO and other WFP-supported activities in the country. The Mission is aware, however, that there have been such links.

Partnerships and Linkages with Government and Other Donor Programmes

The principal implementing partners, as planned in the PRRO, are UNHCR and ARRA, and, apart from UNHCR, the UN Country Team is not directly involved in the programme. Though the tripartite MOU implies equality between the partners, there has been a tendency for the others and outsiders to perceive WFP only as a supplier of food. WFP also has working relations with a variety of GoE agencies such as Natural Resource Development and Environmental Protection (NRDP), Ethiopian Roads Authority, Woreda councils, LECBD, and with INGOs such as ZOA and Radda Barnen and is exploring a partnership with a local NGO, Hope for the Horn. Though WFP is responsible for food provision, it is dependent on other agencies both for the practical implementation of activities and for provision of information on activities beyond the EDPs, except such information as WFP monitors are able to gather independently. There has been some problem of delay on the part of ARRA in starting FFW activities in the eastern camps, partly because of delays in signing the MoU. ARRA activities relate to refugees and returnees and it is difficult to see how their involvement can be justified beyond these categories. (This issue is discussed in 4.1)

The current funding problems of UNHCR are likely to seriously restrict their contribution so that WFP is looking to extend its support for implementing partners. UNHCR budget constraints drive the rate of repatriation and camp closures, and threaten critically important relief activities. Several NGOs are funded by UNHCR in both eastern and western camps (training, teacher training, pre-school activities, income generation activities training, income generation, environmental programmes, handicapped people). These activities, all of which are appropriate to the recovery aims of the PRRO, are seriously threatened if UNHCR funding is reduced or withdrawn completely. WFP must consider the extent to which it is willing or able to give support to these threatened recovery activities.

Recommendations:

- That WFP prepare annually with UNHCR, as recommended in the 1997 MoU, a Joint Plan of Action.
- That WFP seek appropriate competent agencies for work with residual needy people when the refugees are repatriated and camps are closed.
- That WFP, with partners, review the sustainability of the dispersal mode of repatriation.

5.3 Coordination

There is no evidence that the transition to a PRRO from a PRO has in itself improved co-ordination. However, in the view of the Mission, co-ordination arrangements between UNHCR/ARRA and WFP have generally been adequate at the operational level. It was noted with concern that regular co-ordination meetings in Gambella have not occurred with the intended regularity. Both formal and informal co-ordination mechanisms have been used at both the CO level as well as the SO and camp level.

5.4 Effectiveness of Pipeline and Logistics Arrangements

A major factor accounting for the efficiency and effectiveness of the PRRO has been the logistical transport arrangements. There have been no major breaks in the pipeline and a key success of the PRRO has been the timely delivery of food inputs. Prepositioning of repatriation food packages has been timely and efficiently carried out, particularly in relation to the rainy seasons and contributed to the success, to date, of the relief and recovery programmes. The CO is aware of the on-going management problems in many of the ARRA warehouses, and has undertaken training of storekeepers as a means of resolving the problems. Assistance with fumigation has also been provided on a number of occasions. Although there have been significant improvements in the eastern camps as a result of actions taken, the Mission noted with concern, however, the numerous of problems in the Fugnido Camp warehouse. In contrast other warehouses visited were better managed.

Recommendation:

- That WFP continue training and monitoring of warehouse personnel.

5.5 Management Structure

Adequacy of Office and Sub-office Structure(s)

Planning and management of PRRO 6180 is based in the Refugee Unit, with *ad hoc* support from other CO units (Development, VAM and Emergency). The total staffing in the Refugee section is 57 (15 female). Of these 57, 13 (six female) are G5 and above. There are two sub-offices: Gambella and Jijiga. Gambella, which opened in 1997, has five professional staff (two female), and Three field offices in Fugnido, Dimma and Sherkole, which was opened in 1999. The sub-office in Gambella has two field monitors (one female). The Jijiga sub-office opened in 1997 and has five professional staff (two female), and one field office at Camaboker. Jijiga has two field monitors (one female, one male). Staffing levels in WFP Ethiopia have greatly increased in line with increasing demand for food aid in Ethiopia. There is effectively a daily

WFP presence in each of the camps. It was clear to the Mission in the field visits, that WFP was *au fait* with conditions in the camps, that WFP staff were known by and on good terms with many of the refugees and that staff were in regular working contact with partners. In the opinion of the Mission, the management structure is effective and efficient though remote field offices may be visited rarely. Specialist advice is available within WFP and as in the case of development expertise has been used in the FFW environmental rehabilitation element of the programme.

Human Resources and Training

WFP has carried out successfully a number of training activities at the CO and SO levels, for example, extensive security awareness training for all staff, basic monitoring and evaluation skills and training on WFP's new Food and Nutrition manual. Whilst the Mission was in country, the Head of one sub-office attended the Enabling Development training in WFP Rome. ARRA counterpart staff also participated in a three-day training course in warehouse management techniques. WFP SO and CO staff, however, identified important weaknesses in the ability of partner organisation staff to ensure consistent programme quality in critical areas such as monitoring and evaluation, gender; long-term planning and sustainable development. Inadequate training of counterpart staff was also identified as a significant concern. The recruitment of a nutritionist at UNCHR (after a long vacancy) and a nutritionist at WFP have significantly improved the nutrition services of the PRRO for example in survey techniques and training courses. However, the WFP nutritionist is overburdened with the different programmes and activities in addition to the PRRO. Ethiopia lacks qualified nutritionists. The capacity of the ARRA nutrition staff and refugee nutrition workers is generally good enough for the every day activities but needs to be further strengthened. Three nutritional training courses have been conducted since October 2000. A five-day training on food and nutrition, which involved international trainers, brought together WFP staff in Addis Ababa. As a follow-up, WFP staff conducted three-day training workshops in Dire Dawa, Debre Zeit and Dessie. The target groups of this training were Government counterparts and officials, staff from NGOs and WFP food monitors.

In June 2001, WFP and UNHCR nutritionists organised a three-day training for the ARRA health and nutrition staff in the western camps. A similar course is planned for the staff in the eastern camps. Participants evaluated all the training courses positively and as being relevant for their work. ARRA health and nutrition staff indicated a lack of nutrition-related teaching and learning material in the camps. WFP held a one-day gender workshop for all SO staff in Jijiga, but the Mission considers training on gender policy and issues to be insufficient.

Recommendation:

- That WFP continue training in health and nutrition for WFP and partner staff.

Security

Security continues to be an issue for WFP staff, local people and refugees both as a continuing threat and as an obstacle to efficient working. In January 2000 an attack by Surma nomads led to the death of a refugee near Dimma Camp. A land mine severely injured two people on a road near Harrar in November 2000 and in the same month a senior member of DPPB was killed in a clan dispute in Jijiga. In January 2001 a helicopter was detained at Daror Camp because insufficient prior information had been provided. As part of world-wide WFP policy, security is now integrated in planning and training and is incorporated in WFP Contingency Planning

Guidelines and Emergency Response Training. At Jijiga, the UN has an Area Security Coordinator, who has prepared a Regional Security Plan, and a Staff Safety Officer. A number of positive actions have been taken to further improve security arrangements in the operational areas. In Jijiga six vehicles have been equipped with ballistic blankets, a SAT phone and hand-held HF/VHF radios have been provided. All movements of staff out of town must be routinely reported by radio, and movement after nightfall is forbidden out of town. Somali Region North is at UN Phase 3; travel by convoy is always recommended and travel from sub-stations is restricted to the time between 08.00 and 16.00. Movement outside Jijiga is allowed only with a route card and 48 hours notice. No-go areas and areas of mines are clearly identified on maps. All staff have undertaken security awareness training.

Recommendation:

- That WFP cooperate with UNHCR to develop emergency medical and evacuation procedures.

5.6 Resources and Finances

Budgets and Financial Resources for Preparation and Implementation

The direct support costs (DSC) for the PRRO are significantly higher than under the predecessor PRO 5241.03, primarily in the area of staff costs (US\$ 149,000/month vs. US\$ 45,000/month). This is in line with the policies introduced under WFP's Long Term Resources and Financing Policies in which the majority of project staff is to be funded through DSC. There has not been an appreciable decrease in food costs with the transformation of the PRO into a PRRO through, for example, a shift from general to targeted feeding as foreseen in *From Crisis to Recovery* and the *Guidelines for the Preparation of a PRRO*. Roughly calculated, the budgeted food cost per beneficiary is US\$ 4 per month for the predecessor PRO as well as for its successor PRRO.

The DSC has been adequate to cover the PRRO's management requirements. There is some confusion and delay from HQ with regard to DSC funds available to be spent by the CO; and reporting on funds spent directly by HQ (e.g., international staff costs) is not timely. As a result, the CO is obliged to commit funds, sometimes borrowing from other funds available within the CO, without having a clear picture of the cash resource.

Predictability and Regularity of Resources and Impact on PRRO

The PRRO has successfully directed funding with contributions from four donors as well as multilateral funds. JFAMs have also provided an opportunity to involve donors and build awareness. The 1999 JFAM, for example, involved representatives from five countries, and the subsequent debriefing was attended by fifteen donors.

Having carried over a significant balance of commodities from PRO 5214.03, the CO has utilised to date, only approximately 30% of available commodities under the budget for PRRO 6180 (34,000 tons out of 117,000 tons budgeted). At the current rate of consumption and adding a 5% contingency, the CO estimates that a balance of 44,500 tons will be available on 31 March 2002. Even counting for higher repatriation numbers, this balance should allow for the operation to be extended in time for at least 3 months beyond its termination date of April 2002, without the need for an upward budget revision. This would give ample time for the preparation of a

new phase and would also allow for a generous carryover to ensure that there is no break in the pipeline as a new phase comes on line.

The predecessor PRO was equally well funded in so far as 98% of the commodities required were supplied. The transition of the operation to a PRRO does not appear to have affected its ability to attract resources. As the aims and activities of the project are largely unchanged, donors do not appear to recognise that any change in the programme category has occurred.

There are no longer-term commitments from donors to the operation as a result of the shift from the PRO to the PRRO category, nor from its duration being lengthened from 18 months to two years. Pledges continue to be made annually and on an ad hoc basis depending on donor budgeting schedules.

Donor Perception of the PRRO and Advocacy with Donors and Partners

In interviewing local donor representatives, the mission found that decisions on contributions to a humanitarian operation like PRRO 6180 (i.e., refugee focused) are generally made in donor capitals or in Rome whereas decisions on development activities may be made locally. The separation of the humanitarian assistance and development assistance activities within donor institutions is an obstacle to both knowledge of and funding for PRRO type activities. On the other hand, local missions are sometimes solicited for their opinion on such an operation. Local missions can also recommend to their capitals that funding be provided for such an operation.

Because the PRRO has been so well funded, advocacy for the operation with a wider range of donors has not been a Country Office priority. It may become necessary for the CO to undertake some advocacy with donors through field visits that demonstrate the possibility of significant moves from protracted relief towards sustainable development. Apart from the U.S., the donors interviewed by the mission had almost no knowledge of PRRO 6180 nor of the new PRRO category itself and its recovery aims. To the extent that the successor PRRO increases its concentration on “recovery”, donor awareness of and support for the PRRO category will be important.

Recommendation

- That WFP make donors and potential donors aware of PRRO activities and consider arranging field visits for potential donors.

6. MEETING COMMITMENTS TO WOMEN

Annex F summarises important conclusions on the achievements in this area.

6.1 In Design and Implementation

Women actually participate in food distribution and in food management (see 3.1.5). However, the current M&E system does not allow for an analysis of the influence on women’s workload and the influence they have on decision making. Women’s influence is limited by the camp co-ordinator’s acceptance or otherwise of women’s empowerment. This reflects the fact that M&E in general is insufficiently considered in the PRRO (see 6.1.3).

Women hold leading positions among WFP's PRRO staff. WFP staff is more or less gender balanced at all levels and most of the project monitoring and evaluation data are presented in a gender specific way. With distance from the CO and Sos, however, women's role becomes more limited. Implementing partners are not held accountable for meeting the WFP commitments to women. WFP CO staff are on the other hand held accountable through the Management and Appraisal Performance (MAP) system. Compared with WFP, though, women are conspicuously under-represented as staff members of implementing partners. Many ARRA staff members were reluctant to introduce and support Women's Food Committees in the eastern camps. Different reasons are responsible for this for example: men's conservative views, the existence of mixed food distribution systems in some places, and a general reluctance to accept Food Distribution Committees that control and increase transparency. After continuous efforts to increase awareness, and discussions with WFP staff, the LoU covering the ToR of these committees has recently been signed.

WFP's commitments to women are insufficiently considered in the design of the PRRO. The objectives state only that women are considered a vulnerable group and should participate in food management and distribution. No further reflections, objectives, activities and indicators to meet commitment to women are included in the design of the PRRO. WFP PRRO staff questions whether all WFP's commitments to women are applicable in the context of the PRRO.

Ration cards are in the name of the head of the household who in most cases are men. With the new distribution system, the household head should collect the ration. This can be contradictory to the commitment that women control the family entitlement in 80% of WFP operations. Insufficient information is available about the control of food within the households and about the use of the ration card in case of divorce or death of the household heads.

Recommendations:

- That WFP continue to facilitate women's participation in project activities, while ensuring men are consulted and with consideration of women's workloads.
- That WFP examine the feasibility of introducing ration cards in the joint names of men and women.

6.2 Mainstreaming Gender Relations

Although WFP staff are committed to gender issues, gender aspects are still insufficiently considered in the PRRO, for example no gender analysis has yet been made. WFP staff are not systematically trained in gender aspects and field staff reported a lack of training on gender issues. Some implementing partners are insufficiently aware of WFP's gender mainstreaming activities and commitments to women. No gender mainstreaming strategy (including relevant indicators) is in place. Neither WFP staff nor implementing partners are accountable for mainstreaming gender. Project design and implementation are oriented towards empowerment of women rather than mainstreaming gender. WFP SO in Gambella has no gender focal point, though it may be appropriate that team members are made responsible for gender considerations.

7. ENVIRONMENTAL IMPACT

7.1 Incorporation of Environmental Concerns in Design

Work on environmental restoration, carried out through FFW, and funded by WFP through PRRO 6180 started in October 2000 near Dimma Camp and in March 2001 at the Chinacksen returnee reintegration site (see 3.1.4). Other environmental restoration work is under way or will be started soon on a total of nine eastern sites and five western sites. WFP was not involved in the choice of camp sites or locations but these have had implications for the environmental impact of refugee activities and WFP's attempts to respond to these through the PRRO. As explained in *Enabling Development* (1999) and WFP's *Environmental Review Guidelines* (2000) anticipation of the effects of actions in the physical environment, and proactive planning, in order to mitigate or minimise them are cost-effective principles in environmental quality maintenance and sustainability. This is true of site location and the design of activities on the sites.

WFP was not able to influence the siting of camps but has inherited problematic environments. Location of some of the eastern camps in areas with black cotton soils has meant that roads have deteriorated badly during rains, with gulying of the road itself and gulying caused by run-off from roads. In consequence the delivery of food and repatriation of refugees becomes progressively more difficult and expensive. Water supply is difficult in many eastern camps; other agencies have developed reservoirs of about half a hectare in extent, *hafirs*, for local water storage but unless effective land use management is quickly developed *hafirs* may become the foci of severe overgrazing. Hope For The Horn, an intended WFP partner, intends to provide watering points at *hafirs*. It is important that this is not allowed to lead to local overgrazing. Their intention to continue protection of the *hafir* embankments by tree planting is, however laudable.

Location, siting and layouts of some western camps has also created problems. The siting of the Bonga Camp in relation to a UNESCO World Heritage Site was unfortunate because conservationally valuable land is being destroyed through deforestation for farming. The limited land available in Bonga Camp has restricted the amount of garden land so that the aim of increased self-provision of food is less possible. Furthermore, some Bonga refugees have been farming steep and easily degraded hill land. In contrast, at Dimma, the more spacious layout allows more land for gardening and for grazing. There is, in fact more land available for farming but rainfall here is erratic.

The consumption of fuelwood is determined by the heat needed in cooking and the technology selected. WFP commodities do not have a high cooking energy demand. Various technologies have been introduced in attempts to reduce fuel use. The improved Turbo stove distributed, but not supplied by WFP in western camps has severe technical problems, notably that the sharp metal edges can cut hands, and that wood needs to be cut into small pieces to allow enclosed combustion. This has entailed the provision of axes and wasting of women's time. The Mission saw similar home-made metal stoves in use. They had neither of the Turbo stove's problems. Turbo stoves were tested in the Bonga school-feeding programme but were not regarded as successful.

7.2 Impact of Relief Activities

Impact of relief activities during 15-20 years in some cases and with total camp populations at times reaching up to one million has been locally destructive of environment. In principle the amount of damage is proportional to the number of people in camps because this determines the amount of road transport and the demands on fuelwood and land for agriculture and grazing. It is misleading though to see the refugees as to blame for the damage; careful design of camp layouts and activities and siting of roads can contribute to reduce environmental impact. In other words, more careful initial design can help, though this is not a failing of WFP in this case. It must be remembered too that the peri-camp developments of merchants, IDPs, local people and dispersees also contribute to degradation, in proportion to their numbers.

7.3 Impact of Recovery Activities

PRRO 6180 has in its short period of operation had some local effects in restoring natural habitats, and in creating useful assets, but not yet at a rate sufficient to counterbalance the present rate of destruction and certainly not fast enough to rebuild the backlog of destruction. In addition to the physical effect, FFW has provided additional food to perhaps as many as 25,000 needy people: refugees, returnees, local people. But FFW in environmental restoration (see 3.4) demands both technical skills and community motivational skills. Such improvements are sustainable only if and where they make sense in the contexts of livelihoods of refugees and local people. Recovery activities supported by WFP have so far had some limited beneficial effect but have demonstrated a potential for bigger improvements. WFP has wisely not attempted over-ambitious restoration schemes for the road-related gullies.

Annexes

ANNEX A

TERMS OF REFERENCE

Evaluation of PRRO 6160: Food Assistance for Refugees in Ethiopia and for Refugee Repatriation

1. Background

The PRO programme category (Protracted Emergency Operations for Refugees and Displaced Persons) was originally established by the Committee on Food Aid (CFA) in May 1989 (WFP/CFA:27/P/7). The category responded to (i) the growth of migrant groups – both refugees and displaced people - as a result of civil strife, and (ii) the persistence of the problems, which precipitated their flight and the consequent perpetuation of their status over long periods. In short, a decade of civil conflicts had created the need for an adequate and predictable funding base for refugees. By creating a subset of its “development” resources, the Programme hoped to preserve the development and emergency resource bases for their original purposes while attracting additional net resources to deal with burgeoning needs in this new category.

In April 1998, WFP introduced a significant enhancement to the PRO category in a policy paper entitled “From Crisis to Recovery” (WFP/EB.A/98/4). A new programming category was introduced known as the PRRO – Protracted Relief and Recovery Operation - brought two major modifications to the category. First, all protracted emergency operations – and no longer just refugee and displaced persons operations - would be transformed into PRROs and brought before the Board for approval, generally after two years. Second, the transformation of Emops into PRROs would be done based on the preparation of a recovery strategy that would provide the rationale for continued assistance and, to the extent possible, emphasize recovery activities in addition to ongoing relief needs and contribute to conditions for finding sustainable solutions to protracted crises. This emphasis on recovery was very much in line with international support for linking relief and rehabilitation work to longer-term development interventions. Refugee and displaced persons operations – the old PRO category – would remain a subset of the new category and would likewise benefit from the introduction of a recovery strategy.

The new PRRO category also stressed two important resource dimensions:

- First, within a PRRO, WFP would have the flexibility to move funds freely between relief and recovery activities as the situation on the ground required - to seize opportunities for recovery, but to be prepared to meet unforeseen critical relief needs;
- Second, the new category called for longer-term financial commitments from donors – for predictability and planning as well as for building partnerships for recovery.

During its sessions in October 2000 and February 2001, WFP’s Executive Board considered issues related to the funding of PRROs and raised questions about the effectiveness of the new programming category. The Board endorsed a review of the PRRO category as a whole to be undertaken by OEDE based on the findings of 10-12 PRRO evaluations scheduled for 2001-2002.

2. PRRO Ethiopia 6180 – An Overview

WFP has been providing food assistance to refugees in Ethiopia since 1988 following escalation of the conflict in north-west Somalia. Another wave of refugees arrived in 1991 as a result of the fighting that led to the defeat of Siad Barre’s government forces in north west Somalia. The first Sudanese refugees

settled in western Ethiopia in the late 1980s, and Kenyan refugees were in the country from 1994 until quite recently.

Prior to the approval of the current PRRO, PRO 5241.03 was approved in May 1998 for two years. The project was intended to assist 336,000 refugees in Ethiopia at the time and had the following stated objectives:

- i) to provide refugees access to basic food to meet their requirements until they can provide for themselves or be repatriated; and,
- ii) to maintain or improve, where needed, the health and nutritional status of refugees with special attention to women, children and others at high risk. Particularly vulnerable groups, such as pregnant and nursing mothers, children under five years of age and the sick will be targeted through supplementary and therapeutic feeding programmes.

PRRO 6160 was approved by the Board in February 2000. Consistent with the new PRRO approach, the project contains specific programme objectives related to recovery and repatriation of the refugees and a school feeding component.

The stated goal of the PRRO is to ensure that refugees have access to basic foods which meet their daily nutritional requirements until they repatriate and settle in their country of origin. Five specific objectives are identified as follows:

- 1) to provide refugees access to basic food to meet their daily nutritional requirements until they can provide for themselves through agriculture activities or through other income-generating activities or repatriation
- 2) to maintain, where necessary, the health and nutrition status of refugees, with special attention to women, malnourished children and others at high risk
- 3) to promote the repatriation of refugees and to meet their essential nutritional requirements during repatriation
- 4) to improve and protect the environment and improve physical infrastructure in refugee-impacted areas through the implementation of appropriate programmes; and to maximise the impact of food assistance particularly on vulnerable groups by ensuring that women participate in a meaningful way in food management and food distribution
- 5) As part of the global evaluation of the PRRO programming category, the present

In addition to PRRO 6160, the Ethiopia Country Office is involved in managing a number of other interventions. These include a Country Programme which includes a major land rehabilitation programme, school feeding and an urban food assistance facility as well as an EMOP, which assists victims of drought within specific geographic areas such as Hararge where assistance to Somali refugees is provided under PRRO 6160.

3. Objectives of the Evaluation

- 1) To assess the relevance, timeliness, efficiency and effectiveness of WFP assistance under the PRRO in order to improve the implementation of the current operation and assist with planning the next phase.
- 2) To assess the added value of including this operation in the PRRO programme category, thereby contributing to an understanding of the usefulness of the new PRRO category both as a resource window and as a programming instrument. Specifically, the evaluation will:
 - Assess the PRRO's recovery strategy and determine its relevance to creating conditions for sustainable solutions to the protracted situation;
 - Assess the added value of assisting the target populations under the PRRO in comparison with its predecessors; and

- Determine whether the conditions set out in WFP’s policy paper “From Crisis to Recovery” have been met within the PRRO and the extent to which these conditions are relevant to project preparation and implementation.

3) To provide accountability to the WFP Executive Board.

4. Scope of Work

The evaluation will focus initially on the PRRO’s relief strategy², assessing how it was formulated, how it has evolved over the life of the project and its relevance to the situation analysis.

Based on its relief strategy, PRRO 6160 identified activities within the following component element(s): *i) general food distributions in refugee camps; ii) special feeding programmes; iii) repatriation/returnee assistance; iv) assistance to refugee-impacted areas and v) school feeding*. Each of these component elements will be assessed individually for their effectiveness in meeting immediate project objectives.

What contributed to the achievement of project objectives will then be examined. On a practical level, this will include the systems and support (financial, staff, partnerships, etc.) that benefited the PRRO. On a more general level, the strategic linkages between the component elements will be assessed – particularly the link between recovery activities and protracted relief and/or protracted refugee activities – to determine whether the PRRO has successfully seized opportunities for recovery. Likewise, the PRRO’s relation to other WFP interventions, and their impact on the PRRO will be considered.

The evaluation will also examine the PRRO’s strategic linkages with sister agencies, implementing partners and other stakeholders: first to determine their contribution to meeting objectives; and second to shed light on whether the PRRO has contributed “to the process of transforming insecure, fragile conditions into durable, stable situations...”³.

Findings and recommendations will be forward looking with a view to extracting lessons about the use of food aid for meeting the immediate humanitarian needs of the refugees and for helping to create conditions for sustained recovery and development. Lessons identified within the present evaluation exercise will also contribute to eventual adjustments to the PRRO category as a whole.

5. Key Issues and Sub-Issues

- 1 **Recovery Strategy:** is the strategy well prepared and does it convincingly set the foundation for the activities of the PRRO? Does it accurately gauge the opportunities to introduce recovery activities and challenge WFP to contribute to phasing down and to achieving sustainable solutions for the protracted crisis?
 - 1.1 At what point was the recovery strategy developed for the PRRO? Has it been periodically reviewed or modified over the life of the operation in order to maintain its relevance with changing circumstances?
 - 1.2 What resources have been devoted to the development of the PRRO recovery strategy and what mechanisms for consultation, partnership and review have been utilized?

² “From Crisis to Recovery” (WFP/EB.A/98/4-A) as well as the PRRO Guidelines (“Protracted Relief and Recovery Operations: Guidelines for the Preparation of a PRRO”, WFP February 1999) call for the preparation of a “recovery strategy” as the base on which all PRRO’s activities are designed. The strategy may or may not lead to “recovery” components within the PRRO, depending on the opportunities available within a particular country context.

³ “From Crisis to Recovery”, WFP 1998.

- 1.3 Does the recovery strategy provide the rationale for operating in the protracted situation, identify and justify the role of food aid, identify target areas and groups, and define assistance modalities?
- 1.4 Has there been an effort to integrate developmental approaches as early as possible in relief and recovery activities and what conclusions can be drawn from these attempts?
- 1.5 What risks to the PRRO were foreseen in the recovery strategy (*e.g., the resurgence of violence, the influx of additional refugees, a compounding natural disaster, changing needs of target groups, loss of donor support*) and have appropriate contingency plans be made?
- 1.6 To what extent has the adoption of a recovery strategy allowed WFP, partners and donors to establish a basis for a longer-term commitment to the PRRO?

2. Design of the PRRO

- 2.1 Do the PRRO objectives reflect the situation analysis presented in the recovery strategy?
- 2.2 Are the PRRO objectives coherent?⁴
- 2.3 Are the activities and outputs tailored specifically to achieve the objectives?
- 2.4 To what extent are the PRRO objectives still valid?
- 2.5 Is the strategic orientation of the PRRO compatible with the policy “From Crisis to Recovery”?

3. Achievement of PRRO Objective To what extent are the activities and outputs of the PRRO achieving the objectives? Have there been relevant unexpected effects?

Appropriateness of food rations

- 3.1 Is the food ration adequate and acceptable in light of the PRRO’s objectives and targeting?
- 3.2 Are the nutritional objectives realistic and to what extent are they being achieved?
- 3.3 What has been the nutritional impact of WFP assistance on refugees, IDPs and other targeted vulnerable groups?
- 3.4 Have there been ration reductions or phasing out of “general” food assistance and, if so, on what basis?

Standards and Quality

- 3.5 What systems are in place for assuring programme quality:
 - assessing community/implementing partner capacity and section criteria?
 - ensuring contributions from partners/communities?
 - setting appropriate technical standards using local experts and partner agencies?
 - are staff working on the PRRO adequately trained ?

⁴ Section 6, “Notes on Methodology”, recommends that prior to arrival in country the mission prepare a logframe for the PRRO in order to systematically assess objectives, activities and outputs.

4. Effectiveness and Sustainability of the PRRO

Assessment/Targeting:

- 4.1 Is the PRRO targeting the appropriate beneficiaries? Is there evidence that the targeted beneficiaries are being reached?
- 4.2 Under FFW/FFT, are the targeted groups benefiting from the assets being created?
- 4.3 How have food insecurity, vulnerability and beneficiary figures been assessed and subsequently adjusted as the operation has evolved?
 - At the country level? (e.g., FAO/WFP Food and Crop Assessments, WFP/VAM, GIEWS, FEWS, JFAMs, composite household surveys, camp registration)
 - At the community level? (e.g., RRA, PRA)
 - At the household level (e.g., women's organizations, relief committees)
- 4.4 Are there mechanisms to signal opportunities (or provide guidance in the case of resource shortfalls) for further targeting, for ration adjustments, for modifications to the role of food aid, for the introduction of recovery elements, or for phasing down and/or exiting?
- 4.5 What is the nature of the interaction between refugees/IDPs and the local population and how has the operation weighed/addressed the needs of these groups?
- 4.6 What information on expected funding has been available during the formulation and implementation of the operation and how has this influenced targeting?

M&E Systems:

- 4.7 Are appropriate and functioning M&E systems supporting the implementation of the PRRO?
- 4.8 Was baseline data collected and were appropriate indicators identified at the outset for measuring progress and results?
- 4.9 What is the type and frequency of reporting for the operation, including periodic participatory appraisals? Is the information analyzed and used to make decisions regarding the management of the PRRO?
- 4.10 What are the constraints to monitoring – such as access, disruption of activities, security, manipulation of data – that affect the operation and how does the CO attempt to overcome these?
- 4.11 Have criteria been established to signal when to shift activities from “relief” to “recovery” and likewise from “recovery” to “development”? If so, are these being applied effectively?

Achieving programme linkages and sustainability

- 4.12 Has there been any added value to transforming long-standing refugee and IDP operations into a PRRO in terms of building linkages and improving the likelihood of sustainability?
- 4.13 What are the prospects for the sustainability of each main PRRO activity?
- 4.14 Have opportunities been identified and pursued for making the transition from relief to recovery activities (in particular, restoring livelihoods) where appropriate (follow-up to 4.11)?
- 4.15 To what degree has WFP food aid contributed to promoting resettlement and food self-sufficiency, as applicable?

- 4.16 What role, if any, has resource availability and predictability played in building relief-development linkages?
- 4.17 Are the objectives and activities of the PRRO compatible with and complementary to those of the other currently being implemented by the CO? Have appropriate linkages been made with the recovery/development activities of other interventions?

Implementing Partners

- 4.18 What systems do the WFP Country Office employ to assess the capacities and comparative advantages of potential implementing partners (IPs)?
- 4.19 Are the number and nature of IPs under the PRRO adequate and appropriate for implementing the range of activities? Has there been a trend towards or away from using local implementing partners?

Coordination

- 4.20 Has preparing and implementing the PRRO broadened and improved coordination compared to the predecessor operations?
- 4.21 What are the mechanisms within the PRRO for coordination with government, donors, UN agencies (UNHCR, FAO, IFAD, ILO, UNICEF, UNDP, etc.), NGOs, etc.? Assess their meaningfulness to the implementation of the PRRO.
- 4.22 Are the objectives and activities of the PRRO compatible with the policies/programmes of the Government ?
- 4.23 How is the preparation and implementation of the PRRO linked with the UN Common Strategic Framework, the Consolidated Appeals Process (CAP), and any contingency planning exercises?

Effectiveness of Logistics Arrangements

- 4.24 Was planning for logistics requirements adequate and what have been the major challenges to the smooth functioning of the PRRO?

Security

- 4.25 Have adequate and appropriate measures been introduced and adhered to in order to minimize the risk to WFP staff and implementing partners involved in the implementation of the PRRO?
- 4.26 Are there significant security challenges to the smooth functioning of the PRRO?

Budgets and financial resources for preparation and implementation

- 4.27 Did the preparation and implementation of the PRRO (compared to the previous EMOP/PRO) result in management changes and efficiency savings?
- 4.28 How has the budget of the PRRO changed compared to its predecessor operations? Has preparation of the PRRO resulted in a change in the ratio of dollars spent per ton of commodities delivered compared to the previous operation?

- 4.29 Does the Country Office have the resources required – staff and cash – to prepare and implement the PRRO as foreseen in the “Guidelines for Preparation of a PRRO”, including staff or consultants with a “combination of development and emergency experience; and strong background in planning, design and strategy formulation”?⁵
- 4.30 Is the PRRO budget appropriate in relation to its objectives/activities, and what factors (such as CO size, additional staff requirements for PRRO implementation) have affected individual budget items, particularly DSC?
- 4.31 What has been the impact of presenting and tracking the PRRO budget by component elements (protracted relief and recovery), including earmarking resources to particular components?

Flexibility of PRRO budget and shifts in resources/activities

- 4.32 Have the contingency mechanisms intended to deal with setbacks, reversals and new emergency/disaster outbreaks – such as PRRO budget revisions – been employed?
- 4.33 To what extent has the Country Director utilized his authority to transfer funds between components and geographic areas?

5. Predictability and regularity of resources and impact on PRRO

- 4.34 What have been the major resource constraints for the PRRO and have they changed as a result of transformation of the operation from an EMOP/PRO ?
- 4.35 To what extent have the resourcing requirements for the operation been met and how has the CO managed shortfalls? How predictably and regularly have resources been supplied to the PRRO?
- 4.36 Has transformation to a PRRO resulted in longer-term (more than 1 year) financial commitments to the operation?
- 4.37 How successfully has the PRRO resourced its non-food inputs and what, if any, have been the constraints?

Donor perception of the PRRO and advocacy with donors and partners

- 4.38 What has been the extent and nature of Country Office advocacy for the PRRO with donors and other partners, particularly UNHCR?
- 4.39 What effect does having multiple and varied components within the PRRO (e.g., relief feeding and recovery FFW) have on WFP’s ability to successfully advocate for donor support?

6. Meeting Commitments to Women

- 6.1 Do the design and implementation of the PRRO and its component elements adequately address WFP’s Commitments to Women?
- 6.2 Has adequate effort been made to mainstream gender considerations?

⁵ Guidelines for the Preparation of a PRRO, section 3.3; the Guidelines suggest the establishment of a “planner post” for preparing a PRRO.

- 6.3 What changes are required in a future phase to ensure better compatibility with these Commitments?

7. Environment

- 7.1 Have environmental concerns been adequately addressed within the PRRO, particularly with regard to energy-related issues (e.g., cooking time) and the placement of IDP/refugee camps?
- 7.2 *Impact of Relief Activities*: What effect have the campsites had on the environment? What effect have rations and cooking requirements had?
- 7.3 *Impact of recovery activities*: What has been the environmental impact of recovery activities within the PRRO? Are the PRRO activities helping to restore the natural habitat through rural infrastructure and reforestation schemes?

8. Lessons

What other lessons can be drawn from the experience in designing and implementing the PRRO and what measures can be taken in the development of a future phase in order to improve its effectiveness, efficiency, relevance and sustainability?

9. Notes on Methodology

9.1 Stages of the evaluation

The methods proposed below are indicative and may be revised/refined by the OEDE Evaluation Officer and/or team leader during the evaluation.

The evaluation will be divided into three phases:

Phase 1 – Preparation and Desk Review (3–5 days):

Prior to the in-country mission, the team will review all relevant background documentation. A one-day briefing will be organized in Rome for Mission Members before departing for Ethiopia.

In order to help structure the evaluation and ensure a systematic examination of the project's effects, the evaluation team – with the assistance of the responsible OEDE officer – will prepare a “mock” logical framework of the PRRO prior to arrival in country. The logframe will be used to draw a link between the PRRO objectives and the situation analysis as presented in the project document. Objectives will then be linked to each PRRO activity and its expected outputs. Finally, the evaluation team should indicate its strategy for gathering information on the specific outputs (e.g., statistical review at WFP Country Office, beneficiary interviews, etc.). A summary chart of the logframe may be used to structure the initial briefing with the Country Office and amended based on Country Office input.

Key information should also be assembled by the WFP Country Office, prior to the arrival of the mission.

Basic Documents to be Reviewed:

- WFP PRRO policy document: “From Crisis to Recovery” (WFP/EB.A/98/4-A)
- WFP, Guidelines for Preparation of a PRRO
- PRRO project document 6180
- WFP/RE resource summary table for the PRRO 6180
- Preceding PRO document 5241.03
- Ethiopia Country Strategy Outline and Country Programme
- Previous evaluation summaries and full reports
- Country or operation case studies

- Documentation on UN CSF, UNDAF
- WFP/OEDE thematic evaluation “Recurring Challenges in the Provision of Food Assistance in Complex Emergencies”
- “Food Security and Food Assistance among long-standing Refugees”, (WFP/Ron Ockwell, Nov. 1999 – for refugee operations)
- Most recent JFAM mission reports and other assessment reports
- Most recent WFP/FAO Food & Crop Assessment reports
- Most recent Consolidated Appeal Process (CAP) documents
- OECD/DAC Guidelines on Evaluating Humanitarian Interventions

Key information to be prepared by the WFP Country Office

- Basic country data
- Basic data on the country’s food balance, including its import and food aid requirement and local commodity prices
- Resource table for the PRRO with stock balance, information on losses and regularity of deliveries
- Management structure of PRRO: list of staff, equipment, etc. for the PRRO
- Targets achieved vs. planned for PRRO
- Socio-economic status of beneficiaries broken down by gender, beneficiary category, location
- Local monetary value of the ration/per beneficiary category and relation to household income
- Description of logistics arrangements

Prior to departure for Ethiopia, the Office of Evaluation (OEDE) will forward the TORs to the Country Office. These should be shared with key government focal points and implementing partners. A small task force of key stakeholders (composition to be determined by the country office) may be established to review the TORs as well as the debriefing at the end of the mission

Phase II – The in-country evaluation (3 weeks):

To the extent possible, the Team will meet with all relevant stakeholders, including beneficiaries, local and national government, key implementing partners and other development agencies involved in the UNDAF and with any of WFP’s programmes.

Data collection will take place both in the offices of key stakeholders in the capital and in the field where the activities of the PRRO can be visited. The mission leader, together with the Country Office, will determine the optimum balance between mission time spent in the field and in the capital.

Key informant interviews to be carried out by the Team may be divided into different groups:

Group one: WFP full time and contract staff working on the PRRO;

Group two: Key institutional partners/actors involved at the national level in programming relief and recovery assistance. These may include:

- relevant government ministries,
- relevant UN agencies (UNHCR, OCHA, UNHCR, UNICEF, FAO, WHO, etc.)
- local offices of World Bank and regional development bank
- bilateral donors with a significant presence in relief and recovery assistance,
- NGOs with a mandate for relief and recovery assistance and a strong presence and reputation in food aid and/or food security

Group three: Institutional partners engaged in WFP activities

- national, provincial and local offices of agencies implementing PRRO activities

- staff of national and international NGOs involved in the delivery of WFP assistance within the PRRO
- staff of human service agencies supported within the PRRO such as nutrition rehabilitation units, MCH centres, etc.

Group Four: Participants and Beneficiaries

Accompanied by project staff, the mission members should meet in group settings with each category of PRRO beneficiary.

Phase III – Report writing (5 working days team members, 10 working days Team Leader).

During each phase of the PRRO evaluation, the team leader should confirm the duties and responsibilities of each team member. These can be organized around the subjects to be covered in the full evaluation report (see annex 1).

The team leader is responsible for co-ordinating inputs to and writing the Aide Memoire, evaluation summary and final report. Individual reports by team members may either be integrated into the final report or, where necessary, presented as annexes.

The Evaluation Team

The evaluation team will be composed of three members, including the team leader. The team will be made up of the following members:

- Mission Leader
- Nutritionist
- OEDE Evaluation Officer
- PRRO Consultant

Timetable and Itinerary

Review/finalize evaluation TORs	20 April thru 15 May 2001
Planning/desk review	14 May thru 26 May 2001
Briefing at WFP Rome	28 May
Travel to Addis Ababa, Ethiopia.	29 May
In-country mission	29 May thru 18 June 2001
Debriefing of Country Office/GOE and IPs	15 & 18 June 2001
Travel to Rome	19 June 2001
Debriefing at WFP Rome	20 June 2001
Deadline for Final Evaluation Report	10 July 2001
Deadline for Evaluation Summary	20 July 2001

Organization of the mission

Role of the Team Leader : Will finalize the methodology and key issues for the evaluation. This will be done in consultation with the OEDE Evaluation Officer. He will also clarify the role and input of each team member, including individual requirements for the Aide Memoire, Evaluation Summary and Final Report. With assistance from the WFP Evaluation Officer, the team leader will define any preparatory work required by the CO and/or local consultants prior to the mission (at least 2 weeks notice should be given to the Country Office). The team leader will assume overall responsibility for the mission, and will synthesize the inputs from all sources in order to produce the necessary outputs.

The Team leader is responsible for producing the following outputs :

- an **Aide Mémoire** for presenting the mission's early findings and recommendations at the final debriefing in Ethiopia and HQ;
- a **Final Evaluation Report**; and
- an **Evaluation Summary Report** for presentation to the Executive Board.

The team leader will present the team's findings at all debriefings and will ensure that all deadlines are met for the above outputs.

Role of the other team members : To provide technical expertise according to individual skill sets, and to provide written inputs to the Aide Memoire, Evaluation Summary and Final Report under the guidance of the Team Leader and WFP Evaluation Officer.

Role of the WFP Evaluation Officer : The Evaluation Officer will participate as a full team member in the evaluation. In addition, he will provide support to the overall evaluation exercise as necessary, which includes liaising between team members, relevant areas of WFP headquarters, and the country office. He will also ensure compliance with the intended thrust of the evaluation, and that the necessary logistical support is provided by WFP HQ and the CO.

Role of the Ethiopia Country Office : To advise on the timing of the evaluation to ensure that the evaluation outputs are available for the preparation of the next PRRO. To ensure that all necessary documents required to plan the evaluation and undertake the desk review are provided in a timely manner. To assist with the identification and hiring of local consultants as required. To ensure that any necessary preparatory work is undertaken in-country prior to the arrival of the evaluation team, and to facilitate the work of the team while in-country. Prepare and organize the mission in-country itinerary, and organize the PRRO evaluation briefing/debriefing.

Products of the Evaluation

- **Aide Mémoire** for debriefing the Country Office and HQ (maximum 5 pages)
deadline : June 14, 2001
- **Final Evaluation Report and Recommendation Tracking Matrix**
deadline : 6 July 2001
- **Evaluation Summary Report** (maximum 5000 words)
deadline : 20 July 2001

All reports will be prepared in English and must be written in conformity with the outlines in Annexes 1 and 2. Draft versions of the Evaluation Summary Report and Final Report will be reviewed by the OEDE Evaluation Officer prior to being finalized.

The Evaluation Summary Report, technical reports and Final Evaluation Report must be submitted in hardcopy accompanied by an electronic version. If applicable, annexes should also be made available in WFP standard software (i.e., Microsoft package). For ease of processing, the Summary Report should be submitted as plain, unformatted text only (no paragraph numbering, limited bold, underline, etc.).

The mission is fully responsible for its independent full report, which may not necessarily reflect the views of WFP.

The evaluation shall be conducted in conformity with these terms of reference and under the overall guidance of OEDE.

ANNEX B

Workshop on Strengths, Weaknesses, Opportunities, Limitations/Constraints/Threats (SWOL/C/T) Analysis

WFP Ethiopia, Addis Ababa - Friday 15th June 2001

PROGRAMME

9.00 **Introduction to workshop**

- The evaluation mission Scott Green
- Aim of the workshop John Kirkby
- Outcomes and output of the workshop John Kirkby
- Brief introduction to SWOL analysis John Kirkby

9.30 **Brain storming:** Participants contribute to the SWOL analysis, which is built up by adding cards to the wall display under four headings: **Strengths, weaknesses, opportunities, and limitations**. Participants are encouraged to relate their contributions to those that have already been made.

9.50 Discussion of results: **Critical assessment** of findings: patterns; groupings; prioritisation; modifications.

10.45 Coffee

11.00 **Results of PRRO 6180**

- Review of results of self-evaluation Sheila Grudem

Five groups formed, each of which examines, using SWOL methodology, the following question; **to what extent is WFP able to meet ONE of the following PRRO objectives:**

- Food
- Health and nutrition
- Repatriation
- Environment
- Vulnerable groups and women

11.45 **Plenary session** with report back from rapporteur in each group, addressing the question: **To what extent is this objective being met?** As part of the report back rapporteurs are asked to suggest: **If yes, why; if not, why not.**

12.45 Group to identify **key issues for the future**, emerging from the workshop.

13.40 **Evaluation** of the workshop

13.45 Close

List of Participants

Name	Organisation
Deborah Hicks	WFP / EPRU
Lohme B. Lachwani	WFP / Refugees
Tariku Alemn	WFP / Refugees
Nicole Hegemann	WFP / Refugees
Al Rahman Kassim	WFP / Refugees
Lokule Ladowani	WFP Jijiga Sub-Office
Asfaw Emebet	WFP / Refugees
Karla Hershey	WFP / CD Office
Sheila Grudem	WFP / Refugees
Keren Hedlund	WFP / VAM Unit
Anne Bush	UNHCR / Nutritionist
Rachel Fuli	WFP / Nutritionist
Genet Hailu	WFP Gambella Sub-Office / Refugees
Alexandra Lauer	WFP (Facilitator)
Scott Green	Evaluation Mission
Dr. Lioba Weingaertner	Evaluation Mission
Nicholas Crawford	Evaluation Mission
John Kirkby	Evaluation Mission

INTRODUCTION

1. The Evaluation Mission

Framework of the Evaluation of PRRO 6180

- 2nd PRRO evaluation using generic terms of reference (after Uganda)
- Total of 12-15 PRRO evaluations over a period of 18 months
- Thematic evaluation of the PRRO category and strategy

Objectives of PRRO 6180

- To assess the relevance, timeliness, efficiency and effectiveness of WFP assistance under the PRRO
- To assess the value-added of the modified PRRO programme category
- To provide accountability to the WFP Executive Board

Aim of the Workshop

- To use SWOL analysis systematically, to examine the factors determining WFP's ability to implement PRRO 6180
- To help the mission in preparing their report
- To help WFP in the implementation of the PRRO

Outcomes & Output of the Workshop

Outcomes:

- WFP Ethiopia will participate in the development of the mission's views
- WFP Ethiopia will reflect on their progress in implementing the PRRO
- The mission will gain insights into WFP Ethiopia's perception of the limits to their successful implementation of the PRRO

Output of the workshop:

- Participants will be provided with a record of:
- The initial SWOL analysis
- Findings on the five PRRO objectives
- The key issues for the future

Introduction to SWOL

Key question: Is WFP able to implement the PRRO?

SWOL analyses:

- Internal characteristics
- Strengths
- Weaknesses
- External factors (i.e. environment of the operation)
- Opportunities
- Limitations / threats / constraints

2. Brief outline of PRRO

Origins of the PRRO

The PRO: 1989 – 1998

PRO category – Protracted Emergency Operations for Refugees + Displaced Persons – established 1989

Objectives

An adequate and predictable funding base for a growing number of refugees and displaced persons; 36 protracted emergency situations between 1978 – 88

Direct guidance + approval authority of the governing body (Committee on Food Aid / Executive Board)

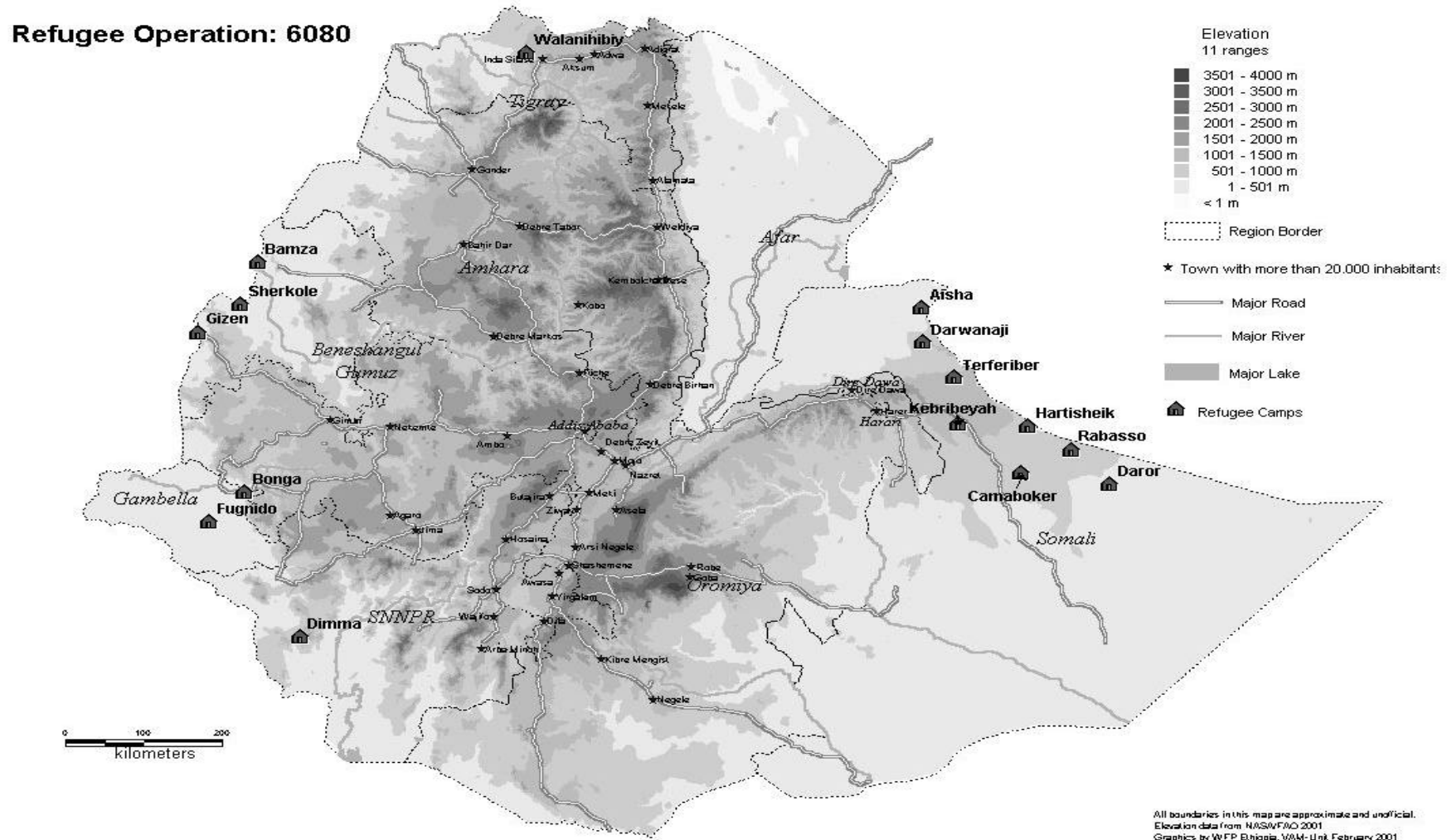
The PRRO 1998 – present

PRRO category – Protracted Relief and Recovery Operations – established by the EB (Executive Board) in May 1998

New Features and Objectives of the PRRO

- Built on recovery strategy with longer-term development prospects
- Emphasis – when possible – on sustainable recovery activities
- Flexibility to move funds from relief to recovery and back according to shifting needs
- Longer-term financial commitments from donors

ANNEX C - MAP - VAM Ethiopia map of Refugee camp locations for PRRO 6180



Annex D Timeline of the Implementation of PRRO 6180

Eastern Camps

Jul-98	Aug	Sept.	Oct.	Nov.	Jan. 99	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
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Addis Office

Programme assistant hired	Head refugee unit changes	Gap*	Head refugee unit changes PRRO written	PRRO submitted to PRC
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JFAM

JFAM

Food Distribution/Pipeline

New Food distribution starts in the East Daror distribution started
Shortage of oil - Sent Famix until March

Shortage of sugar until Sept.

Nutrition

Nutrition recommends Blanket-feeding discontinuation (JFAM?) Blanket feeding discontinued
Nutrition survey/Good to borderline

Nutrition survey/Serious

Staffing

Admin.clerk hired

Prog. Assist hired
Log. Clerk hired

2 Field monitors hired
3 Drivers hired

Head of sub-offices changes - no gap

Gender

Gender Training Proposed for ARRA

Additional monitors hired

Mills

Manual Mill installed in Kebrybya

Repatriation

2,092	1,621	6,881	1,343	7,053	4,000
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Revalidation

Revalidation in Aysah reduces number by 1,1,346

Jan.00	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.01	Feb.	Mach	April	May	June	July
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Pipeline/Food distribution/Log

No more breaks in the pipeline

Logistics training/warehouse management for ARRA staff

Logistics training/warehouse management for ARRA staff (2nd)

Joint bi-monthly WFP/ARRA food/warehouse management monitoring mission

Nutrition

Blanket feeding resumes

New distribution begins in Aysha

New Food distribution starts in the West

Nutrition survey/Borderline

Nutrition survey/good to serious (one camp)

Nutrition survey planned

Staffing	UNV hired	Radio op.	3 Drivers hired													
	New Deputy HSO and change in	HSO	Camaboker field office opens/ new monitor													
FFW	UNHCR/ARRA request WFP to contribute to Environment Prog.	LLPPA training	Food delivered for FFW	Food distributed first group												
	Refugee Unit works in collaboration with Dev. Unit to prepare MOU drafting by all parties at Jijiga	Government elections Draft MOU review-AA	BoA staff change/ Serp and BoA merge (LECDB formed)	Discussion begin for Tefer, Dar, Hope for the horn												
Gender	WFC negotiation begin	Draft doc. Sent to CO	Sent to ARRA (Camp coordinators)	Gender training for staff	Draft Proposal sent to CO (reviewed by gender Advisor)											
			Meeting held with all camp coordinators to revise draft		Sent to HQ	Returned to ARRA for finalization of agreement										
						Gender training for ARRA agreed in principal (pending ARRA confirmation of dates)										
Repatriation	5,986	12,245	7,219	11,345	4,723	6,397	3,578	Food for 10,000 delivered								
								5,462	Food for 21,909 delivered							
								VOLREP Sensitization missions to camps	Joint UNHCR/WFP/UNICEF cross-border mission							

* Covered by Programme Assistant

Western Camps

Jul-98	Aug	Sept.	Oct.	Nov.	Jan. 99	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
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Addis Office

Head refugee unit changes											Gap*	Head refugee unit changes				
PRRO written												PRRO submitted to PRC				

JFAM

JFAM

Food Distribution/Pipeline

Preposition four months food for the rainy season

Preposition four months food for the rainyseason

No breaks in the pipeline

Nutrition

Blanket feeding begins

Nutrition survey/Borderline and good

Staffing

Head of sub-office moved to Jijiga
Programme Assistant in Charge

New head arrives in Gambella

Additional monitors hired for Dimma and Fugnido

Revalidation

Jan.00	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.01	Feb.	Mach	April	May	June	July
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Pipeline

Preposition four months food for the rainyseason

Preposition four months food for the rainyseason

No breaks in the pipeline**

Nutrition

New Food distribution starts in the West

Nutrition survey/borderline

Nutrition survey/good

Nutrition survey

Staffing

Head Sub-office departs suddenly
UNV in-charge Gambella

New head arrives

UNV Assosa departs

New UNV arrives/Assosa

FFW

FFW training Dimma/FFW Starts

FFW food delivered

School Feeding

Feasibility survey

School feeding begins in Bonga

Water pump breaks
Partial resumption

Full School Feeding resumes

School feeding delayed in other camps due to water shortage, and a lack of trucks on the part of UNHCR

Returnees

10,000+ Ethiopians return from Sudan

Revalidation

Revalidation in Fugnido reduces numbers from 30,000 to 18,000

** Breaks only with Biscuits. UNHCR and WFP recommend biscuits be discontinued.

Moyale

Jul-98	Aug	Sept.	Oct.	Nov.	Jan. 99	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
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Addis Office

Head refugee unit changes

Gap*

Head refugee unit changes
PRRO written

PRRO submitted to PRC

Food Distribution/Pipeline

Revalidation-Refugee numbers reduced from 8,000 to 4,900

Repatriation starts

First convoy of 400 refugees denied access to Kenya

Jan.00	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.01	Feb.	Mach	April	May	June	July
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4,850 Return to Kenya

Pipeline

Nutrition

Blanket feeding resumes

New distribution begins in Aysha

New Food distribution starts in the West

Nutrition survey

Nutrition survey

Nutrition survey planned

New Refugees

Jul-98	Aug	Sept.	Oct.	Nov.	Jan. 99	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
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Refugees arrive Bamaza

3,865 refugees arrive
 Refugees refuse to move to Sherkole camp
 MFS provides food assistance

Staffing

Bamaza Covered by the Gondar office

Walla. Covered by the Mekele office

Jan.00	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.01	Feb.	Mach	April	May	June	July
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New Refugees

Kunama

3,000 + Kunama Arrive
 Assisted by ICRC

Government refuses permanent site

WFP takes over assistance with full ration

New site identified

IRC assists with water

Bamaza

About 1,000 more refugees arrive

WFP takes over food responsibility from MSF-F
 Food deliver delayed due to bad roads

Food pre positioned

3914 Refugees arrive

Food delivered to new site

New camp site identified

UNHCR road work begins on new site

Gizen

1615 Refugees arrive

Joint assessment/refugees chose not to move to Sherkole camp
 Food delivered to 900 /access cut due to rains/Refugees again refuse to move to camp

Nutrition

Survey in Walla. Results 13% Global

ANNEX F

**Assessment of Activity Compatibility with the Commitments to Women
Checklist for Meeting the Commitments to Women & Mainstreaming a Gender Perspective
(answer all elements that are applicable to the PRRO)**

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of PRRO Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
Commitment I: Provide Direct Access to Appropriate Food for Women					
◆ Does the PRRO make a real effort to get food into the hands of women, e.g. through women's ration cards?	WFP insists that women take the food ration during the distribution and sensitise partners accordingly. No systematic monitoring of this issue is in place, but WFP staff estimates that 50-60% of the food rations in the Sudanese camps and 80-90% in the Somali camps are picked up by women. However, the new distribution system in the Sudanese camps where ARRA and UNHCR insist that the ration card holder – who in most cases is a man – takes the food ration, counteracts efforts to get food in the hands of women. WFP staff is aware of this problem and discusses solutions.		✓		
◆ Do the PRRO activities address micronutrient deficiencies amongst women and children?	Specific nutritional requirements of pregnant and lactating women as well as under-fives are addressed through the provision of a supplementary ration (targeted and/or blanket) of blended food after confirmation of the pregnancy until 12 months after delivery and the age/length of the children respectively. In some camps pregnant women receive preventive iron/folic acid supplementation, in others a therapeutic supplement is given to anaemic women. However, the process of administering the supplements need to be improved (see chapter 4.1)		✓		
◆ Do the PRRO activities consider local cooking and eating habits?	JFAMs look into local cooking and eating habits. However, the composition of the ration does not always consider them. Wheat, which is provided to the refugees, is not the usual cereal for Somalis and Sudanese. A pilot activity for the provision of white sorghum is planned for the Western camps to test the feasibility of local purchase, which better considers eating habits. The introduction of fuel saving stoves in the Sudanese camps reveals technical problems and problems of acceptance.			✓	

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of PRRO Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
◆ Have women been consulted in determining the food basket?	Women are interview partners of members of the JFAMs, which determine the food basket, and few of them are thus consulted in determining the food basket. However, their recommendations, e.g. introduction of spaghetti, rice, meat or artificial milk for children into the ration, cannot always be followed due to financial constraints or technical reservations.			✓	
◆ Are female-headed households given special attention because of their greater poverty and time constraints?	According to information provided by WFP CO, the approach to-date has been egalitarian with everyone receiving the same amount of food, irrespective of gender or family type. A micronutrient study undertaken by UNHCR in some camps may help determine whether more affirmative action is needed. UNHCR has also initiated 2 day-care centres in the Western Camps which give priority access to FHHS. In Bonga camp, FHHS also benefit from income-generating activities organized through the women's association.			✓	
◆ Does the PRRO make an effort to reduce the security risks women face when collecting food?	No specific security risks related to the collection of food are observed in the camps.	not applicable			
◆ Does the PRRO make an effort to reduce the health risks women face when collecting food?	With the construction of new distribution points in the Sudanese camps, the workload of women is reduced when carrying their food ration home. The distribution structures visited by the mission, however, offer little shelter from the sun or wind for the refugees waiting for their ration. No toilets are available at the distribution site.			✓	
Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making					
◆ Does the PRRO address women's strategic needs, i.e., use an approach that challenges traditional gender roles and empowers women? Describe how.	WFP staff members advocate an improvement of the strategic position of refugee women through respective discussions and propositions to partners. They make it an issue. WFP insists that women are represented in decision making positions, e.g., in food distribution committees and as food distributors. ARRA staff rejected the approach of women-only food distribution committees in the Eastern camps for some time, but has recently been accepted. However, the mission does not see the necessity of women only food committees as long as women are equally represented in decision making in these committees.		✓		

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of PRRO Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
<p>◆ Does it address gender relations? Does it bring men into the dialogue around the issues of women's status?</p>	<p>No very specific emphasis is put on gender relations and a dialogue on women's status. However, gender relations are considered as a crosscutting issue in PRRO activities. PRRO CO staff considers it very difficult to find and formulate specific WFP activities to address gender relations and strengthen women's status in the framework of the PRRO because of WFP's mandate and resource situation. WFP could encourage more partnerships around gender relations in co-operation with its partners in the camps.</p>			✓	
Commitment III: Take Positive Action to Facilitate Women's Equal Access to Resources, Employment, Markets and Trade					
<p>◆ Are PRRO resources deliberately targeted to women and girls where there is a big gender gap, i.e. of 25%?¹ What is done?</p>	<p>Ethiopia and the refugees' countries of origin (Somalia, Sudan) belong to the countries with a big gender gap. PRRO resources are deliberately targeted to women in the case of the supplementary feeding programme for pregnant and lactating women. Women managing the grinding mills receive an incentive. An incentive is also envisaged for women working in the Women Refugee Distribution Committee in the Eastern camps.</p>		✓		
<p>◆ Does the PRRO have incentive programs to address the gender gap in primary education? What are they?</p>	<p>In collaboration with UNHCR and ARRA, WFP has recently introduced school-feeding activities for girls and boys in one Sudanese camp, and plans to extend this into three other camps. However, it is too early to evaluate whether this activity significantly reduces the gender gap in primary education in a sustainable way. Further experience and data are needed.</p>			✓	
<p>◆ Do women participate in FFW? As labourers or also as decision-makers? Do they control the assets created?</p>	<p>Women participate in the PRRO FFW activities as labourers and also as gang leaders of workers. However, it is not possible to quantify this involvement and the impact of their involvement on decision making. No information is available about the degree to which women control the assets created through FFW.</p>		✓		
<p>◆ Is there any opportunity in the PRRO for women to learn new skills through FFT for greater development sustainability?</p>	<p>No food-for-training activities are implemented in the framework of the PRRO. When the CO proposed such activities, WFP HQ questioned the need for additional food for the refugees.</p>	not applicable			

¹ For information on the gender gap in your country, contact the Senior Gender Adviser, SPP at HQ.

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of PRRO Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
◆ Does the PRRO engage in advocacy on behalf of women? For gender equity? To leverage resources for partnership work?	WPF PRRO staff is very engaged in advocacy on behalf of women and for gender equality and sensitise its partners about these issues. However, it will take much time before significant impact can be achieved.		✓		
Commitment IV: Generate and Disseminate Gender-Disaggregated Data for Planning and Evaluation					
◆ Are the M&E systems used in the PRRO sensitive to gender? Explain how.	The M&E system used is sensitive to gender as most of the collected data are presented in a gender specific way. However, many important data necessary for the analysis/evaluation of gender issues and the progress in reaching WFP's commitments to women are not collected, e.g., impact of PRRO activities on women and men, percentage of women taking the ration, influence of women on decision making, used of the food-for-work structures by women and men.			✓	
◆ Is qualitative information sensitive to gender also collected?	Very limited qualitative information sensitive to gender is collected, and not in a systematic way. Sitreps present such information only if specific issues arise.			✓	
◆ Does the PRRO look at inputs, outputs, outcomes and impact from a gender perspective?	Due to general weaknesses of the M&E system of the PRRO, and the lack of appropriate indicators, the analysis of inputs, outputs, outcomes and impact from a gender perspective is limited.				✓
Commitment V: Improve Accountability of Actions Taken to Meet the Commitments					
◆ Are WFP staff managing the PRRO held accountable for meeting the Commitments to Women and mainstreaming gender? How?	Staff are all held accountable through the Management Appraisal and Performance (MAP) system.		✓		

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of PRRO Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
<p>◆ Is the Gender Focal Point given sufficient authority to influence decision making with regard to the PRRO? Support?</p>	<p>The CO gender focal point was involved in the preparation of the PRRO. The gender focal point responsible for the Somali camps is a junior staff member (female) with limited experience in gender issues. She got training in gender issues, but still needs more experience. The head of the sub-office supports her. There is no gender focal point for the Sudanese camps. The mission, however, prefers that all staff members are made responsible for gender issues rather than handing this over to one person. After having solved some problems of the past, the new gender focal point at CO level in Addis Ababa (female) now has sufficient authority to influence decision making and gets the necessary support from the country director. She could/should be more involved in strengthening gender mainstreaming in the PRRO by elaborating a comprehensive gender mainstreaming strategy.</p>		✓		
<p>◆ Are implementing partners held accountable for meeting the Commitments to Women and mainstreaming gender? How?</p>	<p>No; however, it needs to be recognized that this is a general shortcoming in all WFP's programmes in Ethiopia. There is not currently a mechanism in place to look in-depth at promoting the commitments to women and mainstreaming gender in collaboration with partners.</p>				✓

ANNEX G

Mission Programme, Institutions Visited, Field Visits and People Interviewed

Monday 28 May

Mission convenes, WFP HQ, Rome

Francesco Strippoli, Senior Humanitarian Officer OHA

Stephen Anderson, Programme Officer ODP

Marta Laurienzo, Mobilisation Officer REE

Deborah Hines, Senior Adviser SPP

Anne Callanan, Programme Adviser SPP

Gretchen Bloom, Senior Programme Adviser (Gender)

Christofer Nikoi, Logistics Officer OTL

Tuesday 29 May

Travel to Addis Ababa, desk work WFP CO Ethiopia

Wednesday 30 May

Sheila Grudem, Head of Refugee Unit WFP

Ato Ayalew Awoke and members ARRA

Zobida Hassim-Ashagrie, Head of Programme Coordination and Peter Okoye Deputy Representative UNHCR

Vincent Parker, UNHCR

Mr Ben Fultang, Acting Country Director, WFP CO

Ms Judith Lewis, Country Director, Regional Director Designate WFP

Thursday 31 May

Travel to Jijiga

SO staff JSO: Anna Maria Val Da Silva, Programme Officer and Head of Station, Lokule Ladowani, Deputy Head of Station.

ARRA Jijiga

UNHCR Jijiga,

Friday 1 June

Team A travel overland to Daror visit Daror Camp, offices and stores, Muhegeta Kamise ARRA Coordinator UNHCR and WFP field staff, Mahmoud Hussen, Jijiga Branch Manager, Hope for Horn, field visit *hafir*, tree nursery and intended FFW site. Focus group meeting with eight refugees and interviews with beneficiaries. Meeting with Women's Food Committee, interviews with individual refugees

Team B Hartisheikh Camp, Interview ARRA Camp Coordinator, UNHCR Field Assistant, group interview 14 refugees, members of Refugee, Women's and Youth Committees

Friday 2 June

Team A Robasso Camp, Meeting s with ARRA, Women's Food Committee, Visit UNHCR environmental recovery field activities, hafir, energy efficient stoves, interviews with beneficiaries and local people. Camaboker Camp, interview ARRA Ato Burhan Camp Coordinator, focus group nine refugee elders, interviews local people, Community Environmental Development Committee (6), group interview refugee women

Team B Teferiber Camp, meetings with ARRA Camp Coordinator, interviews with individual refugees

Saturday 3 June

Team A travel overland to Jijiga, discussion with Dr Berhanu, Zonal health and Nutrition Coordinator, Ato Mulugeta, Zonal Nutrition Coordinator, Yvonne Greilty, UNICEF consultant.

Team B field visit Kochar resettlement site and environmental recovery activities, Focus group discussion (5 men), Group interview local and returnee beneficiary women, interviews 5 separate returnees, interviews 7 refugees.

Monday 4 June

Discussion with Therese Forster, UNICEF Coordinator, Somali Region, discussion with Lee Peterson, Staff Security Officer, Somali Region, Flight to Addis Ababa, work on documents in CO.

Tuesday 5 June

Work on documents in SO

Wednesday 6 June

Flight to Gambella, interviews WFP GsO, Pedro Amolat Programme Officer, Sarah Ehrlichman, Deputy Head, Genet Hailu, Programme Assistant, Interviews ARRA Gambella Tesfaye Bekele Zonal coordinator, Bekele Moguru, Administrator/Finance and UNHCR Gambella Sunday Shorunke Head Sub-office, Field visit Bonga Camp, ARRA Kebede Belayneh Acting Camp Coordinator, UNHCR Mekonen Berhane, Field Assistant interview Refugee Central Committee (5 men and women), focus group, Women's Association (3), visit school feeding and women's centre.

Thursday 7 June

Visit Fugnido Camp, interview Nigussie Tesfa WFP Field Monitor, ARRA Ato Asseras Camp Coordinator, observation of food distribution, mechanical mill, interviews beneficiaries, scoopers, clerks, visit nutrition centre interviews Solomon Merkuria, Medical Director, James Karh Khor, Nutrition Assistant

Friday 8 June

Team A overland travel Gambella-Dimma

Team B visit Bonga Camp, visit bakery, Agricultural Department activities Soloman Asafa ARRA agronomist, field visits environmental degradation, market, interviews merchants, refugees and local people,

Saturday 9 June

Team A visit Dimma Camp, ARRA Ato Zeinu Camp Coordinator, visit warehouse, Interview ZOA Markos Ayelle Representative, Focus Group Women's Association (4), Refugee Central Committee (3), visit mechanical mill, field visit FFW site and interview Ashenaji Tefera Assistant Forester, Ato Paulos, Woreda Economic Development and Social Services Office Representative.

Team B Visit Fugnido Camp, visit ARRA warehouse, interviews with beneficiaries, observations and interviews with traders and beneficiaries, market, Interview Manfredo Messele, NRDEP, visit refugee compounds, interviews, observation of distribution, interview Dechasu Gurm Project Manager ZOA and visit ZOA workshop

Sunday 10 June

Team A Discussion ARRA health and Nutrition staff Dimma Camp Dr Basnaw Fanta Medical director, Anley Fente Nutrition Supervisor, Travel Dimma to Jimma

Team B visit Bonga Camp, ARRA warehouse, interviews refugees, observation refugee food preparation, environmental degradation of hillside, interviews local people, work in SoG.

Monday 11 June

Flight Gambella and Dimma to Addis Ababa, work on documentation in CO

Tuesday 12 June

Preparation for SWOL workshop, desk work CO, discussion Anne Bush UNHCR Nutritionist, Discussion ARRA health and nutrition staff Dr Berhanu Dibada, Head of Health and Nutrition Division, Dr Demeka Desta, Assistant Head Health and Nutrition Division, Interviews French Embassy Jean-Luc Francois, Swedish Embassy, Aklog Laike, EU local Food Security Unit Pascal Joannes

Wednesday 13 June

Discussion with Vincent Parker, Assistant Representative (Programme) and Amaha Altaye Senior Programme Assistant UNHCR, Interview Dr Nick Taylor British Embassy. Discussions USAID Mary Llewellyn Deputy Director, Ali Said Yesuf, Assistant Food For Peace Officer, James Mayer USAID Executive Officer and discussions with members of WFP CO staff

Thursday 14 June: Interview Hans Wessels Royal Netherlands Embassy, report preparation

Friday 15 June: SWOL workshop and discussions with members of WFP CO staff

Saturday 16 June: Preparation of Aide Memoire

Sunday 17 June: Preparation of Aide Memoire

Monday 18 June: Debrief Judith Lewis, Ben Fultang and Sheila Grudem

Tuesday 19 June: Debrief Co staff, debrief ARRA and UNHCR

Wednesday 20 June: Travel to Rome, report preparation

Thursday 21 June: Debrief WFP Rome.

ANNEX H

Documents Reviewed and References

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- WFP (1998) Country Programme: Ethiopia (1998-2003) (WFP/EB.2/98/5/4)
- WFP (1998) PRO 5241.03 Project document (WFP/EB.2/98/7/3)
- WFP (1998) PRRO policy document: “From Crisis to Recovery” (WFP/EB.A/98/4-A)
- WFP (1999) Policy Issues: Enabling Development (WFP/EB.A/99/4-A)
- WFP (1999) Guidelines for Preparation of a PRRO, WFP, Rome.
- WFP (2000) Environmental Review Guidelines
- WFP (2000) PRRO 6180 Project document (WFP/EB.1/2000/7-B/1)
- WFP (2000) School Feeding Feasibility Study, 2-19 April
- WFP (2001) Annual report 2000
- WFP (2001) Contingency Planning: Ethiopia, July-December 2001
- WFP (2001) Report on UNHCR Self-Evaluation, 5-6 February 2001
- WFP (2001) Specimen Self-Evaluation Report Format.
- WFP (2001) Stock balances in main warehouses, Ethiopia (and other logistical data.)
- WFP (2001; 2000; 1999) Notes for the file, Gambella and Jijiga (various)
- WFP (Gambella and Jijiga) (2001; 2000; 1999) SITREPS
- WFP (no date), Food and Nutrition Handbook. Rome
- WFP (no date), Gender Glossary. Rome
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