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(WFP)



United Nations
High Commissioner for
Refugees (UNHCR)

JOINT ASSESSMENT MISSION

*Ali Addeh and Holl Holl Camps,
Djibouti*

18 to 24th November 2013



APEF



NORWEGIAN
REFUGEE COUNCIL

LIST OF ACRONYMS

| | |
|--------|--|
| AMDA | Association of Medical Doctors of Asia |
| APEF | L'association pour la Protection et l'Epanouissement de la Famille |
| BSFP | Blanket Supplementary Feeding Programme |
| DFJ | Djibouti Franc |
| EFSA | Emergency Food Security Assessment |
| EPI | Extended Program on Immunization |
| FAO | Food and Agriculture Organization of United Nations |
| FGD | Focus Group Discussion |
| FSMS | Food Security Monitoring System |
| GAM | Global Acute Malnutrition |
| GoD | Government of Djibouti |
| HIV | Human Immune Deficiency Virus |
| IOM | International Organization for Migration |
| JAM | Joint Assessment Mission |
| LWF | Lutheran World Federation |
| MAM | Moderate Acute Malnutrition |
| MoH | Ministry of Health |
| NFI | Non-Food Item |
| NGO | Non-Governmental Organisation |
| NRC | Norwegian Refugee Council |
| ONARS | Office National d'Assistance aux Réfugiés et Sinistrés |
| PDM | Post Distribution Monitoring |
| PMCT | Prevention of Mother to Child Transmission |
| PRRO | Protracted Relief and Recovery Operation |
| PSN | People with Special Needs |
| PTA | Parents Teachers' Association |
| SAM | Severe Acute Malnutrition |
| SC | Stabilisation Centre |
| SFP | Supplemental Feeding Programme |
| SMC | School Management Committee |
| TB | Tuberculosis |
| THR | Take Home Ration |
| TLU | Tropical Livestock Unit |
| UNFD | Union Nationale Des Femmes Djibouti |
| UNHCR | United Nations High Commissioner for Refugees |
| UNICEF | United Nations Children Funds |
| VCT | Voluntary Counselling and Testing |
| WFP | World Food Programme |

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Executive summary

Demographics: Over the last twenty years, the number of refugees from neighbouring countries hosted by the Republic of Djibouti increased from 13,000 in 2009 to the current estimate of 23,810. This caseload is the result of people who have continued to flee from political instability, civil unrest, violence and war especially from Somalia. The refugees are mainly in two camps, with Ali Addeh hosting 17,523, Holl Holl camp with 1,702 people and the remainder in urban areas. An estimated 39 and 63 percent of the population in Ali Addeh and Holl Holl camp respectively are children less than 17 years of age.

JAM Purpose: In November 2013, UNHCR, WFP and partners conducted a Joint Assessment Mission (JAM) aimed at understanding the food and nutrition security situation, living conditions and self-reliance opportunities for the refugees living in the camps, in order to inform strategic future support requirements.

Policy: The GoD introduced restrictions of movement outside the camps in September 2013, to tighten threats of terrorist attacks; this has negatively affected refugees' access to markets and livelihoods, therefore affecting food and nutrition security. Resettlement is the main solution which attracted refugees' interest in the country.

Food Security: Food security for the refugees' remains a concern despite continued food distribution and supplementary feeding for the under-five year children and pregnant and lactating women. The drivers of food insecurity in the camps include: lack of income opportunities to supplement the rations; households' sharing food; sale or barter rations to pay loans, non-food items and other preferred foods not provided in the ration basket; and estimated rations below entitlement due to distribution problems. Households purchase other preferred foods not provided in the basket such as vegetables, milk, pasta and meat mainly from the markets within the camps.

Nutrition: There is a significant decrease in chronic malnutrition and anaemia in the camps compared to 2009, but there have been recent increases in global acute malnutrition rates in Ali Addeh camp. The increase is attributed to lack of protein and micronutrient rich foods in children's diet; inappropriate use of WSB++; long distances to the nutrition centres discouraging mothers to take their children; inadequate access to soap and poor access to freshwater causing high prevalence of diarrheal diseases among children.

Coping/Livelihood Mechanisms: To cope with food insecurity, households supplement incomes with daily/casual labour; petty trade; collection, sale /barter of firewood and charcoal; begging; reducing meals; taking credit from local traders and shops; and borrowing of food from neighbours. There are limited sustainable livelihood options for refugees within the camps, with exception for those who have skilled family members working in Djibouti and Ali Sabieh towns.

Food Distribution: Whilst the timing of food distribution has improved compared to the last JAM 2009, distribution procedures do not meet the standards required yet. Distributions are not well structured and households have a long waiting time before they receive their rations. Furthermore, the master list used in the distribution needs to be updated, the warehouses management system needs to be improved, entitlements are not well known by households, no systems to support persons with special needs and no complaint mechanism exists; The latter is particularly limiting in Ali Addeh camp where most of the complains were raised by refugees.

Health: Health centres within the camps provide preventive and curative health care. The management of cases by CARE International has improved since the last JAM. However, concerns remain over the lack of dental services in the camps; lack of arrangements to accommodate refugees referred to Djibouti for health treatment; TB patients no longer receiving cash support; and the absence of a functional ambulance in Holl Holl after it broke down over six months ago and has not been repaired.

Water and Sanitation: Clean fresh water availability is higher in Holl Holl compared to Ali Addeh camp. The quality of water remains a challenge in both camps. Furthermore, utilization of water from

unprotected water sources remains high, as a result of the breakdown of water pumps in Ali Addeh and the limited time water is available in Holl Holl; access to water by households with physically challenged members remains a problem as the water points are too far from the shelter in Ali Addeh; Inadequate water jerry cans is the main challenge in Holl Holl camp. Over the last four years, there has been a significant increase on the number and functionality of improved latrines (stone and cement) in both camps.

Education: Primary education is ensured by LWF with participation of the Parents Teachers Association in the two camps. However, concerns were raised over the lack of secondary education in the camps; the high drop-out rates, especially for girls. Limited access to sanitary towels for girls is also a main driver of drop-outs.

Domestic Energy: Cooking fuel and lighting has been a challenge in both camps, as distances that households' travel to collect firewood from the wild have progressively increased over the years. Limited supply of kerosene translates into higher than normal dependence on firewood and charcoal, the main source of cooking fuel. This raises high concerns on land degradation and competition over this resource with the host community.

Housing and shelter: Shelters are perceived as insufficient in terms of number and dimensions in both camps. The households rely on clothes, plastic sheets and other non-durable materials for construction of their shelter as tents are no longer provided by UNHCR. As a result, large families with adolescents either share the same room depriving their members' privacy, or sleep in the open outside the tents.

Durable solutions: A fairly low proportion of refugees engage in some form of economic activity as there are limited opportunities. Only the old arrivals (those who arrived before 2005) were able to diversify their livelihoods. The more recent arrivals depend almost exclusively on food ration. As expressed in the 2009 JAM, refugees remain disillusioned with the lack of roll-out of income generating activities in the camps. The limited access to credit, labour opportunities, land for own food production, livestock, combined with the limited number and access to vocational trainings, and underutilized knowledge and technical skills undermines refugees capacity to create livelihoods and to become self-reliant in the long term. The prospects of finding durable solutions for the refugees have since reduced.

Protection: The lack of lighting in the camps raises concerns with regards to security at night. The distance to the firewood collection points is a threat to gender based sexual violence for women and girls. Finally, medical facilities and preferential treatment over the distribution of food rations for refugees with special needs are not met.

Recommendations

Immediate

Food Security and food assistance: UNHCR, WFP and the Camp Management Committee to improve the food distribution system so that it is efficient by updating the distribution list; reducing the waiting time of refugees; posting and sensitizing households on their ration entitlements; standardizing scooping material; providing and using weighing scales; establishing complaints mechanisms and committees, and improve monitoring at distribution points in the camps.

Livelihoods: Conduct an analysis/lessons learnt on the key causes of partial failure of income generating activities previously implemented in Ali Addeh; Produce a comprehensive Income Generating Activities Plan of Action with a clear division of labour among humanitarian actors involved.

Health and nutrition: UNHCR and CARE to improve sanitary and hygienic, TB transmission and community nutrition sensitization programs. There is need also to ensure adequate and regular monthly distribution of soap; improve curative, prevention and health based community activities; treatment and delivery systems of drugs for HIV/AIDS affected refugees; repair the Holl Holl ambulance; provision of

plumpy supplementary feeding and introduction of blanket supplementary feeding for the malnourished children.

Water and sanitation: GoD, UN agencies and CARE to explore options to increase drinking water availability; provide hand washing and anal cleansing materials at latrines; construct new latrines to cater for households without individual access; and restore distribution of soap on a monthly basis.

Domestic energy and shelter: UNHCR and WFP to ensure that the kerosene is regularly and punctually distributed and prioritize distribution of energy serving stoves. Tents should also be provided to the households.

Medium to long term

Food Security and food assistance: UNHCR and WFP to conduct feasibility study for the potential of implementing a cash or voucher system. Look into the substitution of split peas with lentils; setup food management committee; continue educating refugees on entitlements and increase food assistance to the host community to reduce potential tension;

Livelihoods: Explore the possibility of setting up agro-forestry, woodlots, livestock production, kitchen and open gardening and other livelihoods such as soap-making, knitting employing technical skills within the camps; Explore the opportunity to link vocational trainings to income generating activities and micro-credit.

Health, nutrition and education: UNHCR and CARE to address the lack of dental services; equip laboratories for testing and set up Stabilization Centre in Holl Holl; set up secondary and vocational training to cater for post primary education;

Domestic energy and shelter: The UN and the NGOs to draft and implement a comprehensive energy and shelter strategy that includes both refugees and the host communities;

Water and sanitation: UNHCR to conduct a comprehensive maintenance and technical support, strategy for the water sources, including systematic short-term monitoring and ordinary maintenance of equipment. Explore water delivery through donkeys.

Methodology

Time-frame

1. The JAM in Ali Addeh and Holl Holl refugee camps of Ali Sabieh region took place from 18th to 24th November 2013; data collection was conducted on 20th and 21st November 2013.

Team composition

2. The JAM team was made up of staff from UNHCR and WFP regional offices, the UNHCR and WFP Djibouti country and field offices, FAO, UNICEF, CARE international, Lutheran World Fund, NRC (Norwegian Refugee Council) and APEF Djibouti offices. The team covered all relevant technical areas– including food security and assistance, nutrition, health, WASH, education, logistics, livelihoods, markets and protection. The mission was joined in the field by a representative from Ali Sabieh district, the National Office for Assistance to Refugees and Disaster Victims of the Ministry of internal affairs (ONARS) and the representatives of ministry of agriculture and environment and their staff in Ali Addeh and Holl Holl, who were consulted frequently during this mission.

Team structure

3. The JAM team was divided into seven thematic groups which had representatives from the different agencies (Table 1). Given that JAMs are led by UNCR and WFP, each of the thematic groups had representation from both UNHCR and WFP and – to the extent possible – comprised a mixture of regional-, national- and field-level staff.

Table 1: Thematic groups

| Thematic group | |
|----------------|---|
| 1 | Food security and food assistance |
| 2 | Health, nutrition, ration composition and education |
| 3 | Water and Sanitation, domestic energy, Shelter |
| 4 | Livelihoods |
| 5 | Markets, cash and voucher |
| 6 | Logistics |
| 7 | Protection |

Process

4. To provide information for the JAM, WFP conducted a comprehensive food security and markets study of refugees and host communities in Ali Addeh and Holl Holl in October/

November 2013¹. UNHCR conducted a nutrition survey in Ali Addeh camp in early November, whilst the Holl Holl refugee camp study was conducted immediately after the JAM and these results will also be used in this report. Other secondary data such as the Rural EFSA 2013, the JAM report 2009 and FSMS 2013 reports were also used as reference material for this report (see Annex 2 for full list).

5. During the preparation for the JAM, discussions were held with different agencies in Djibouti. This formed the basis of the field investigation and informed the development of field work methodology and schedule.
6. The field mission started with a one day training that included an in-depth briefing on the refugee situation from WFP and UNHCR regional offices. This was followed by a two day fieldwork with one full day dedicated to each camp. The seven thematic groups conducted separate focus group discussions², key informant interviews, visited clinics, schools, markets, shops and other community services and made observations of shelters, cooking areas, water sources, waste disposal methods (toilets and garbage areas) and food stores (Table 2 below).

Table 2: Focus groups and key informants interviews contacted

| Interview type | Interviewees |
|--------------------------------|---|
| <i>Focus Group Discussions</i> | Separate groups of refugees: men, women, girls, boys |
| | Refugee leaders (men and women) |
| | Refugee people with special needs |
| | Parent/Teacher Associations |
| <i>Key informants</i> | Site managers, Food distribution management, Food distribution committee representatives (Holl Holl), |
| | Health, water, sanitation and community services officers |
| | Water committee representatives (Ali Addeh) |
| | CARE officers on education, nutrition and water, |
| | Teachers and health workers |
| | Traders |

7. At the end of each day of fieldwork, each team debriefed and shared their observations for triangulation of information. Discussions were then held by the entire JAM team and tentative findings and potential recommendations were summarized. Each thematic group produced a report summarizing their main findings and recommendations for the two camps that was used as an input to this JAM report.

¹ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

² Focus groups were constructed carefully in such a manner as to be representative in terms of age, gender and other aspects of diversity (e.g. people with special needs).

8. The final JAM report was drafted with several rounds of comments by team members before this version was agreed upon. The recommendations for this JAM reflect the deliberations and consensus of the overall JAM team and are not the views of a single team member or single agency.

Part one: BASIC FACTS

Refugee numbers and demography

9. According to the master list of beneficiaries provided by UNHCR in December 2013, an estimated 23,810 refugees lived in Djibouti. Out of which 17,734 people (8,050 households) live in Ali Addeh, of which 211 were asylum seekers and 1,708 people (356 households) live in Holl Holl camp and 6 were asylum seekers (Table 3). The number of households' in Holl Holl, includes the recently 118 households relocated from Ali Addeh camp in October 2013. (UNHCR master list, December 2013).

Table 3: Refugee distribution and Asylum seekers by location

| Status | Location | Under 5 yrs | Children (5-11yrs) | Children (12-17yrs) | Elderly >60yrs | Females (18 - 59 yrs) | Males (18 - 59 yrs) | Total |
|---------------------|-----------|--------------|--------------------|---------------------|----------------|-----------------------|---------------------|---------------|
| Registered Refugees | Holl Holl | 324 | 486 | 270 | 29 | 346 | 247 | 1,702 |
| | Ali Addeh | 1,807 | 2,995 | 2,050 | 402 | 4,857 | 5,412 | 17,523 |
| | Urban | 61 | 68 | 48 | 12 | 153 | 448 | 790 |
| | Total | 2,192 | 3,549 | 2,368 | 443 | 5,356 | 6,107 | 20,015 |
| Asylum seekers | Holl Holl | 1 | 2 | 0 | 0 | 1 | 2 | 6 |
| | Ali Addeh | 15 | 9 | 11 | 0 | 49 | 127 | 211 |
| | Urban | 395 | 510 | 275 | 30 | 841 | 1,527 | 3,578 |
| | Total | 411 | 521 | 286 | 30 | 891 | 1,656 | 3,795 |
| Total | | 2,603 | 4,070 | 2,654 | 473 | 6,247 | 7,763 | 23,810 |

Source: UNHCR, December 2013

10. From the UNHCR master list, majority of the refugee population living in the camp is Somali (almost all in Holl Holl and 97 percent in Ali Addeh). In Ali Addeh camp, Ethiopian refugees' presence is also high (2.5 percent). Most of the refugees were settled in the camps after 2005 (72 percent in Holl Holl and 52 percent in Ali Addeh) (Pre-Jam study).
11. The proportion of refugees who were born in Djibouti is higher in Ali Addeh camp (26 percent) compared to 18 percent in the recently opened Holl Holl camp (Pre-JAM study). The UNHCR master list, indicated that Holl Holl refugee camp, had the highest average number of children under five years of age (19 percent of the population) compared to 10 percent in Ali Addeh camp. Holl Holl refugee camp also registers the highest levels of adolescents aged between 6 and 17 years of age, at 44 percent compared to 29 percent of the population in Ali Addeh³.

³ Data from UNHCR Master List for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti December, 2013

Policy context

12. In September 2013, the Ministry of Interior of the GoD introduced restrictions of movement outside the camp for refugees in Ali Addeh following threats of attacks on Djibouti from the Somali Islamist insurgent group Al-Shabaab. These measures have limited or inhibited self-reliance opportunities and in particular informal trade, work opportunities and livestock. However, the government's attitude towards refugees remained globally generous as the country continued to maintain open doors vis-à-vis individuals seeking protection. In terms of durable solutions, resettlement is currently the only solution that has attracted refugees' interest in the country. The activity is carried out on a limited scale. At a regional level, UNHCR is working on a return strategy for Somali refugees that will be implemented once conditions are conducive in the country of origin.
13. The Government has sent a contingent of 35 police officers to the camp to increase security in the camp and to monitor people's movements within and outside its perimeter.

Changing trends in the host community

14. The rural EFSA 2013 estimated that around 82,000 people of the 122,000 rural population living in Djibouti is severely to moderately food insecure. Ali Sabieh region, one of the five regions in the country (where Ali Addeh and Holl Holl refugee camps are located), has the highest rate of severe to moderate food insecure households estimated at 84.9 percent. Food insecurity is a result of a series of combined factors including chronic drought that affected rural Djibouti over the last six years and killed a high proportion of livestock, reducing the rural population main source of livelihood and this has been worsened off by lack of economic opportunities, unemployment and refugee pressure.
15. Overall, the food security and markets (pre-JAM) study conducted by WFP in November 2013, shows that an estimated 62 percent of the households in Ali Addeh rural (non-refugee) and 44 percent in Holl Holl rural (non-refugee) are food insecure⁴ (moderate to severe). The food security status of the host community is in line with the FSMS studies for Djibouti that indicated 59 percent of rural Djibouti is food insecure⁵.

Host population's attitude towards the refugees

16. No major friction was reported by refugees and host communities, despite competition over scarce natural resources. This is partly due to a large number of food aid beneficiaries among host communities, and partly because refugee camps present an opportunity for the host communities to expand their businesses and access basic services and other facilities relevant to their livelihoods.

⁴ Food insecure households refer to those with severe and moderate food insecurity conditions. Food Security is met when all people at all times have physical and economic access to sufficient food to meet their dietary needs for a productive and healthy life over a specified period of time. In this report, households considered food secure are those with adequate food consumption, not forced to adopt coping mechanisms affecting their livelihoods in the medium/long term, and whose proportion of expenditure on food from the overall budget is relatively low.

⁵ WFP, September 2013 Food Security Monitoring.

17. Most important, the long presence of refugees in the Ali Addeh camp has enhanced a gradual integration into the local socio-economic architecture; some minor frictions seem to arise in the newly populated area of Holl Holl. From the WFP pre-JAM November 2013 survey, 89 per cent of households within the host community had a favourable perception of refugees and more than four out of five households affirm to be able to relate peacefully with them.

PART TWO - Food security, Food assistance and markets

Food Security

18. Food insecurity is a serious concern in the two refugee camps despite the continued general food distribution and supplementary feeding of children under five years and pregnant and breastfeeding women. An estimated 42 per cent of households in Ali Addeh and 37 per cent in Holl Holl are food insecure (moderate and severe)⁶. The food security conditions in the refugee camps is however better than the host community but remains of great concern. The pre-JAM survey indicated that food insecurity are largely due to sales of the food ration to meet other non-food needs, sharing of the food and inadequate food rations as 40 to 45 per cent of the refugees indicated not receiving the right entitlement.

19. From the focus group discussion, the groups most vulnerable to food insecurity were the single mothers, the widowed, and the orphans, disabled without family, and the elderly living alone, and the recently relocated households in Holl Holl camp. This information was collaborated by the pre-JAM survey that has shown that households with more children under five years and households with more than 8 and less than 2 members tend to be more food insecure. The female headed households are more likely to be food insecure compared to the male counterparts. The divorced headed households tended to be more food insecure compared to the other groups.

Food sources and use

20. Refugees rely mainly on food assistance supplemented by market purchases to diversify the basket. A large proportion of the wheat flour, pulses, cooking oil, sugar, split beans, corn soya blend and salt received from the food ration is consumed in the household. The food not provided in the basket mainly vegetables, meat, condiments including tea and other cereals are sourced through: either bartering or selling the food ration, support from family and friends, purchase on credit. Rice, pasta, milk, vegetables and sugar are the major commodities purchased.

⁶ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

21. Sale of food items is very limited. Mainly the larger households' sell the ration, as sealed bags rather than scooped food was found in the market. The smaller households pool their food aid in order to sell an entire bag of wheat flour, rather than individual kilograms. The pre-JAM report indicated that on average less than one per cent of the different food items are sold in the market.

22. The major explanation for the sale of food ration include to buy non-food items and food not provided in the ration as the food basket was considered inadequate and not providing all the preferred food items (Table 4, Pre-JAM, 2013). From the focus group discussion, the sale is usually conducted on an alternate monthly basis (once every two months), mainly by large households, women headed households and other people in need.

Table 4: Reasons for selling the food ration in refugee camps

| Reasons for selling food (% of households) | Ali Addeh | Holl Holl |
|---|-----------|-----------|
| to buy non-foods | 40% | 11% |
| money for health/education | 3% | - |
| to buy other food products which do not form part of the diet | 52% | 89% |
| do not like distributed food | 2% | - |
| the food is of poor quality | 3% | - |
| Estimated Number of Households selling ration | 2,320 | 75 |

Source: WFP, November 2013 Pre-JAM survey

23. The food rations provided to the households do not last the intended 30 days and on average are exhausted within 21 days for Ali Addeh and 23 days for Holl Holl camp (Pre-JAM, 2013). The focus group discussion indicated that for majority of the households, wheat flour lasted between 10 to 15 days, and cooking oil, sugar, pulses and WSB between 5 to 10 days.

24. According to the focus group discussions the reasons for food not lasting longer than intended are: a) that the rations are below entitlement due to distribution problems; b) households repay food loans taken from traders/shops with their rations; c) households especially large ones sell food to buy non-food items such as books and clothes and other food items missing in the basket such as vegetables (onions, tomato paste, spices, potatoes), pasta, fish and meat; d) households share food with those who may have run out or contribute to those who have sick members and host communities who come begging in Holl Holl camp.

Food habits and preferred food basket

25. Focus group discussions indicated that whilst the food basket provided a range of commodities that were consumed by the households, the food was monotonous and lacked variety. The basket lacked some essential commodities that meet the refugee food preference such as onions, tomatoes, spices, protein of animal origin (e.g. tuna fish, meat and milk), lentils, "dates" and other cereals. A quite number of focus groups complained on the quality of WSB+; they stated to give it animals or dispose it. Additionally the refugees indicated they preferred lentils to the split beans currently provided in the ration. This could partially explain why on average 55 percent of households in Ali Addeh and 60 percent in

Holl Holl camp indicating satisfaction with the food assistance⁷. Despite the sale of some of the food to buy other foods, there was a unanimous agreement among refugees not to replace wheat flour with rice, as the wheat could be made into different food types and used in all the meals. The 2009 JAM had recommended that the additional preferred foods such as meat be provided by UNHCR, but this option has not been financially feasible given that food aid from donors is given to WFP to purchase the General Food Ration.

Food consumption

26. Refugee Household Dietary Diversity Score (HDDS) is very poor indicative of the lack of variety in the diet as reported by the focus groups. Data from the WFP pre-JAM survey indicate a HDDS of 3.3 in the two refugee camps. The pre-JAM analysis indicate that on average households consume 7 days of cereals and tubers; 6.6 days of oil and fats; 5 days of sugar; 5 to 6 days of pulses and condiments, indicative of the food ration. The consumption of vegetables, meat, fish, fruits and dairy is limited to an average of 2 days of vegetables and 1 to 2 days of dairy and minimal consumption of meat and fish. Food secure households have better consumption of pulses, dairy, vegetables, meat and fish, mainly purchased from the market. In addition most refugees consume milk purchased from the market at least once or twice a week.

Food expenditure

27. The money spent on food among refugee households is very low, due to almost total lack of income sources. However, 44 per cent of the households in Ali Addeh and 39 per cent in Holl Holl spent more than 65 per cent of their available resources on food (pre-JAM, 2013). The pre-JAM study indicates that of the basket purchased, 45 per cent of the budget was spent on cereals, mostly on rice, 30 per cent on sugar, salt and honey, and about 7 per cent on fruits and vegetables. Expenditure on meat, fish and poultry was very low (Table 5). While most refugees have very little disposable income, the money

Table 5: Cash expenditure by food commodity

| Commodity | % of Household budget spend on food | | % of Food Available in household Purchased from the Market | |
|-------------------------------------|-------------------------------------|--------------|--|-----------|
| | Ali Addeh | Holl Holl | Ali Addeh | Holl Holl |
| Rice | 25% | 28% | 96% | 97% |
| Wheat flour | 0.3% | 0.5% | 1% | 0% |
| Tubers | 9% | 6% | 88% | 94% |
| Pasta | 11% | 11% | 98% | 100% |
| maize, sorghum | 1% | 0.4% | 86% | 100% |
| cereals and tubers | 46% | 45% | | |
| pulses | 1% | 1% | 4% | 3% |
| fruits and vegetables | 6% | 7% | 90% | 93% |
| meat, chicken, fish/egg | 3% | 1% | 94% | 100% |
| sugar, salt and honey | 30% | 33% | 86% | 78% |
| Oil, fat butter | 1% | 0.3% | 2% | 2% |
| Milk cheese yorghut | 6% | 5% | 82% | 78% |
| water and other foods | 8% | 8% | 99% | 97% |
| Per Capita Expenditure(FDJ) | 2,036 | 1,671 | | |
| Cereal and tubers (FDJ) | 1,891 | 1,690 | | |
| Non Cereal food (FDJ) | 1,967 | 1,840 | | |
| Average Total Food (FDJ) | 3,858 | 3,530 | | |
| Average Total Non-Food (FDJ) | 3,423 | 2,842 | | |

Source: WFP, November 2013 Pre-JAM survey

⁷ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013.

that they do acquire (from work or sale of food) is used primarily to purchase food and to diversify the diet. Therefore it would appear that the provision of the food basket alone is not able to guarantee refugee food security.

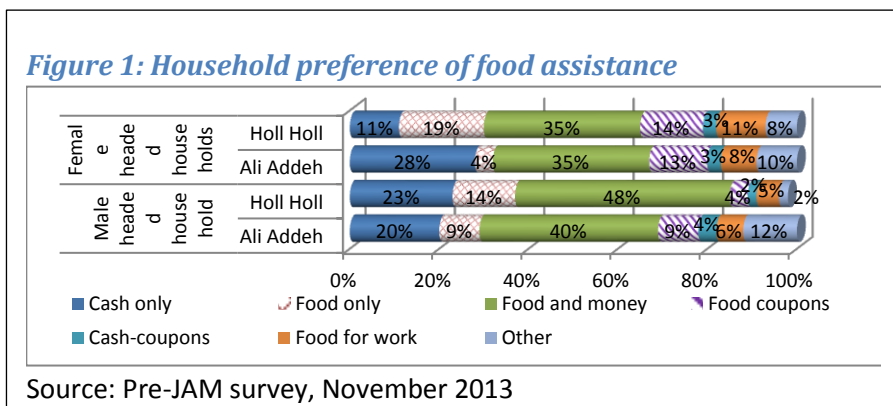
Food markets

28. The WFP pre-JAM food security assessment in November 2013, indicate that markets are easily accessible and commodities are locally available, but with limited diversity as fresh foods such as meat, vegetables and fruits were not readily available in the camps. Rice, pasta, sugar, wheat flour, cooking oil, tomato paste, fresh tomatoes, potatoes and onion were the major commodities found in Ali Addeh and Holl Holl camp markets. From the pre-JAM survey, a great proportion of the commodities not provided in the basket are purchased from the market (Table 5 above). This clearly indicates that markets play a vital role in supplying the missing preferred foods.
29. Majority of the commodities are imported and supplied through Djibouti and Ali Sabieh towns. Most of the fresh vegetables come from Ethiopia, but their availability is subject to seasonal variations. Hence, the marketing chains for main traded commodities are well established in the camps and host community, but linked to a few wholesalers and slightly high retail outlets. There are more traders and shops in Ali Addeh refugee camp, but few shops exist in Holl Holl camp. The traders indicated that they encounter supply challenges for rice, pasta and wheat flour during the hot months of June, July and August. Transport is a major constraint to traders in the Ali Sabieh region, but Holl Holl has better link to Djibouti town through the railway line. Despite the constraints, more than half of the traders in key commodities such as rice, wheat flour, pasta, sugar and oils indicated having capacity to increase supplies within one week to one month if demand increased by 25 to 50 percent⁸. Hence, there seems to be potential of using market based interventions in meeting the food security of households.
30. Commodity prices are generally higher but stable in the camps than in Djibouti town. This is due to constant supply, relatively high trader stock levels and the stability in the number of traders over the years. However, access to credit among traders is quite limited (42 percent), but sale on credit to refugee is high, with 57 percent of the traders giving out credit. Refugees, repay their loans mainly using the monthly food rations. Therefore an intervention that will reduce dependency on credit could stretch the rations provided to 30 days. Overall, barter is a more common form of trade in Holl Holl than in Ali Addeh. In exchange of goods, families usually give wheat flour, fire wood and charcoal.

⁸Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013.

Potential for cash/voucher

31. The pre-JAM survey indicated that majority of the female and male headed households preferred a combination of both food and money followed by money only in rural and refugee camps (Figure 1). From the focus group discussions, the older men in Ali Addeh are



opposed to the cash option as they think the money would be misused, whereas all other groups in both camps are in favor of a shift from in-kind assistance to a combination of in-kind and cash or vouchers. The commodity to be exchanged for cash or voucher would preferably be the wheat flour. All FGD groups indicated that the market would need to expand as the current market is very small; the availability of fresh products (fruits, vegetables, meat) is not continuous and insufficient. The young men and women indicated a need for nutritional education in order to make the right nutritional choices when receiving a cash/voucher modality, while the female refugee leaders were confident in knowing how to achieve a healthy diet.

Food assistance targeting, distribution and monitoring

Food ration

32. Food rations provide the major source of food and income for refugees. Access to the right entitlement was reported as a major problem in both camps; with households especially the smaller ones believing that they are not receiving their right entitlement for wheat flour, sugar, cooking oil and WSB. The shortfall in the rations is mainly attributed to the scooping mechanisms that are used during the distribution. However, some households seemed to be ignorant on their food ration entitlement, due to inadequate information shared on the entitlements and the illiteracy of some members. Therefore, strengthening information sharing on the entitlements through pictorial charts and education of the households directly or through the Food Committees is required.

Targeting arrangements

33. There is generally no discrimination of the registered refugees in the provision of the food rations, as those in the distribution list receive food. However, there were reports of delayed distributions to the new arrivals in Ali Addeh as it took more than 10 days for the new arrivals to be regularized by UNHCR. The new arrivals were said to be supported by the host households who did not get additional food to cater for the additional needs.

Distribution arrangements

34. The food distribution is based on the UNHCR-entitlement card based on the real family compositions. However, the current distribution in Ali Addeh camp is not structured according to the refugee household sizes. Furthermore, the dates of distribution are provided to the refugees only one day before leading to disorder at the distribution centre especially in Ali Addeh.
35. ***In Holl Holl***, more orderly distribution arrangements were reported with larger sized households' getting their rations first on a monthly basis. The distribution was quicker than in Ali Addeh (because of the much smaller population number), but the distribution system was still found to be less efficient and effective than would be expected. The distribution system requires overhaul to ensure not only an improved waiting time, but a systematization that can be easily monitored and upgraded as necessary. Holl Holl camp has set up a Food Management Committee that works closely with the Camp Manager to address irregularities in the food distributions and household entitlements, though there is still a lack of properly instituted complaint mechanisms.
36. ***In Ali Addeh***, the distribution was less orderly with distribution done by Section of the camp and no consideration was taken of the household size within each camp. Given these distribution arrangements, it took a household up to 6 hours between handing in the ration card and receiving the ration. The rotation of sections on a monthly basis increased the number of days households take between monthly distributions. Households reported an 8 to 10 days delay after the due distribution day. There were also reports of ration cards being misplaced during the distribution. Households in Ali Addeh reported that their complaints on wrong entitlements during food distributions were never addressed. This is attributed to the food distribution system, the lack of the Food Committee, complaints systems mechanism and lack of scales to cross check entitlements after scooping.

Food basket

Entitlement calculation

37. The entitlements for the general food ration are as presented in Table 6. The current food basket meets the recommended energy requirements of 2,100 kcal/person/day, the percentage of energy provided through protein (minimum of 10 per cent) and fat (minimum of 17 per cent). Although the basket meets requirements, given the fact that this is a protracted refugee situation, the existing food insecurity, the lack of diversified basket and preferred foods cannot be overlooked. Opportunities should be explored for increasing the household dietary diversity as well as introducing more food from animal sources and fresh vegetables to increase vitamins and minerals in the diet, in particular iron. The total amount distributed could be compromised by the scooping mechanism, the selling to meet other preferred foods and non-foods and loan repayment using rations, compounded by sharing dilute the entitlements leading to food insecurity in the camps.

Table 6: Refugee entitlements

| Commodity | Ration (grams) | Kcal /100 grams | Energy Kcal/person/day | Protein grams/person/day | Fat grams/person/day |
|---|----------------|-----------------|------------------------|--------------------------|----------------------|
| Cereals (Wheat Flour) | 400 | 350 | 1,400 | 46 | 6 |
| Pulses | 60 | 335 | 201 | 12 | 1 |
| Vegetable Oil | 30 | 885 | 266 | - | 30 |
| WSB+ | 50 | 380 | 190 | 10 | 3 |
| Iodized salt | 5 | - | - | - | - |
| Sugar | 20 | 400 | 80 | - | - |
| Total | | | 2,137 | 68 | 40 |
| % energy provided through protein and fat | | | | 13% | 18% |

Source: WFP Djibouti

Claims of missing entitlements

38. There is a widespread belief among the refugee population that they are not receiving their full entitlements. This was expressed by some of the focus group discussions in both Holl Holl and Ali Addeh camps. This perception is strengthened by the lack of control weight scale and the use of non-conventional scooping materials for distributions. Where this to be the case, this would provide another explanation as to why households often run out of food before the next distribution cycle. The fact that refugee food entitlements are not adequately posted nor are refugees given adequate information regarding the quantities of food to expect, it was difficult for the JAM to determine empirically if households receive the exact amount entitled. This is further exacerbated by a lack of standardized scooping materials- therefore exact measurements had to be estimated by recall rather than by counting of scoops received. Different JAM teams discussed rations received by various population groups in the camps and based on the perception of quantities received, there would appear to be some consistent shortfalls in the entitlement (Table 7). One concern was amongst the larger household sizes- for these groups it is easier to quantify losses because they should receive one full bag plus some additional amount. For example a family size 5 should receive a full sack plus 10kg, but receive a full sack alone. A family size 8 should receive 2 full sacks with then 4 kg removed, but they reported receiving only a single sack plus an additional scoop. While much of this information is anecdotal given that the JAM did not coincide with a food distribution cycle, the issue was raised and should be further looked into and quantified to ensure that entitlements are given as intended.

Table 7: Perceived Entitlements and the estimated ration received

| Commodity | Perceived Entitlement per person per month | Reported amount received per person/month | Shortfall/surplus |
|-------------|--|---|--|
| Wheat flour | 12 kgs | 12 kgs | shortfalls in some households not quantified |
| Cooking oil | 900 mls | 1 ltr in Holl Holl (833mls in Ali Addeh) | 100 mls more in Holl Holl |
| Pulses | 1.8 kgs | 1 kg | 800 grams shortfall |
| Sugar | 600 grams | +/- 500 grams | +/- 100 grams shortfall |
| CSB | 1.5 kgs | 1 kg | 500 grams shortfall |
| Salt | Unknown | 1 small tuna can | No complaints |

Source: JAM 2013 Focus Group Discussion

Coping mechanisms

39. To cope with the food needs, households apply both coping strategies to augment the food ration and some income generating activities to reduce their full dependency on the ration.
40. The main coping mechanisms employed include borrowing food from neighbors; eating meals in other households especially for the single and smaller households and the newly relocated households in Holl Holl; reducing meals; prioritizing children eating over adults; large households share their food with the neighbors who would have run out.
41. The refugees seek additional income to supplement the rations and meet other nonfood needs. The mechanisms employed to generate additional income are in strict sense coping mechanisms as these are not sustainable activities. The main activities engaged include collecting and sale of firewood, begging; small business such as sale of pan cakes; provide labor to fetch water; send members especially women and girls to work in Holl Holl, Ali Sabieh and Djibouti towns as house maids, women do laundry in Holl Holl; for those qualified, seek professional jobs in Djibouti and Ali Sabieh towns; and cross the sea to Arabian Peninsula. Those who work outside the camps send remittances to supplement the food rations.
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PART THREE - *Health, nutrition, ration composition and education*

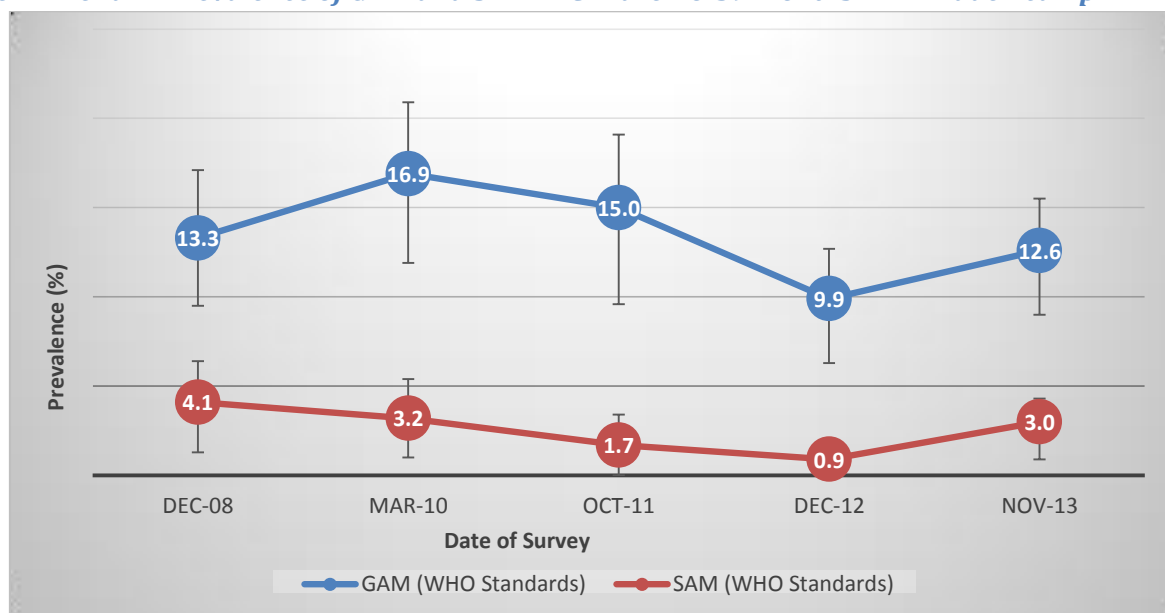
General status of the refugees

43. The situation of education, health, nutrition, as well as ration composition is similar in both camps. Overall, the health service delivery, the nutrition programme and the related infrastructures among others have substantially improved since the last JAM in 2009. However, refugees are still facing some challenges outlined below, as the improvements are not entirely reflected in the living conditions of refugees in the two camps.

Nutritional status of refugees

44. The findings from the November 2013 Nutrition Survey conducted by UNHCR in Ali Addeh and Holl Holl refugee camps show an increase in the prevalence of global acute malnutrition (GAM) in Ali Addeh from 9.9 percent to 12.6 percent and slight decrease noted in Holl Holl from 13.5 percent to 11.9 percent as compared to the 2012 Nutrition survey. While no significant change was noted in the prevalence of MAM (Moderate Acute Malnutrition), significant increase was observed between 2012 and 2013 in the prevalence of SAM that saw it increase by 6 fold in Ali Addeh from 0.6 percent to 3 percent. The SAM prevalence in Holl Holl remains the same in the 2 years. However, the prevalence of anaemia and stunting in children 6-59 months has reduced over the last two years. Stunting reduced in Ali Addeh from 39.7 percent (34.6 -45.1) in 2012 to 30.5 percent (26.2 - 35.3) in 2013 while anaemia in the same camp reduced slightly from 35.5 percent (30.5-40.8) to 29.6 percent (25.3-34.3) in 2012 and 2013 respectively. Similar trend was also observed in Holl Holl with a reduction in total stunting from 50.8 to 38.4 percent in 2012 and 2013 respectively. A 10 percent point decrease in anaemia prevalence was also noted in Holl Holl from 39.1 percent in 2012 to 29.7 percent in 2013.

Figure 2: Trend in Prevalence of GAM and SAM in Children 6-59 months in Ali Addeh camp



Significant decrease in trends is observed in both camps in chronic malnutrition and anaemia, however the recent increase in the GAM rates in Ali Addeh shows that there might be a shift in the way the activities of the nutrition program in the camps is handled.

45. This deterioration is associated with a number of factors, including the following:

- i) Discontinuation of blanket supplementary feeding of nutri-butter (an energy dense nutrition product that was supplied to all children 6-23 months) since March 2013;

- ii) Inappropriate use of WSB++ that is meant to target children affected by moderate acute malnutrition (MAM) but is instead shared among all family members or sold;
- iii) Long distance to the nutrition centre from households discourages mothers taking their children until these show evident symptoms of illness and malnutrition;
Decline in active case identification: a number of children who are malnourished and not captured in the routine case finding were found in both Ali Addeh and Hol Hol refugee camps;
- iv) There is also an increase of women using children to beg in Djibouti. This has caused poor feeding of the children leading to malnutrition. The mothers usually wait until these children are severely before taking them to the health facility. This situation contributes the increased number severely malnourished children;
- v) Poor nutrition status of some mothers;
- vi) Inadequate access to soap due to poor and disrupted distribution;
- vii) High prevalence of diarrheal diseases among children aged less than five years.

Over the last three months, 29 percent of households in Holl Holl and 23 percent in Ali Addeh refugee camps registered at least one child under five years of age affected by some disease associated with fever mainly and diarrhoea sometimes.

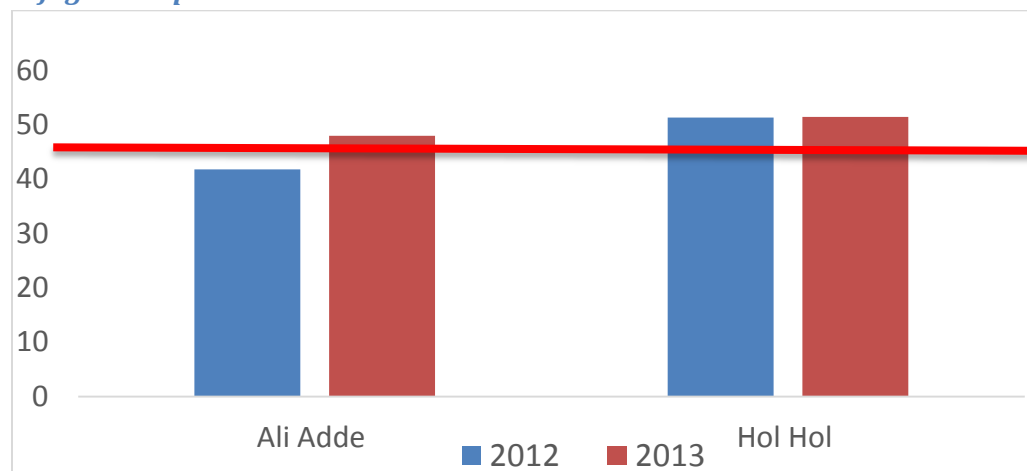
- 46. Refugees also raised concerns about the poor level of coordination between the health and the nutrition centers in Ali Addeh. In Holl Holl, the absence of a stabilization center is a problem, as households with children affected by SAM are transferred to Ali Addeh nutrition center, without being provided financial support or daily food during this time.
- 47. Nutrition promoters are currently working in the communities monitoring the nutrition status of children under 5, advising families, and referring them to the nutrition unit where necessary. The community leaders are aware of these activities and would like to be involved in disseminating best nutrition practices in the camps.

Household food access/nutrient intake

- 48. All refugees in the two camps have access to general food distribution, supplementary food for the children under 5 and pregnant and lactating mothers. They supplement these rations with food purchases. However, an overall lack of certain food types – in particular, protein and micronutrients rich food – was observed in the everyday diet of refugees. In particular, meat, fruit and fresh vegetables are not adequately consumed, affecting the nutritional status of refugees.
- 49. The JAM was concerned about the specific nutrient gap for children 6-23 months which is highlighted in the critically high anaemia rates that exceed a public health crisis (48 percent Ali Addeh and 51 percent in Holl Holl). Given the fact that families are highly dependent on a general ration and are not able to purchase additional high nutrient foods (fresh fruits, vegetables and meats), children 6-23 months are not having their nutritional needs met. The general ration does not provide foods that are nutrient dense for younger children and there is no source of animal protein in the ration that can support linear growth in this age

group. There is a need for children 6-23 months to consistently receive nutrient dense food to meet the nutrient gap in the general ration.

Figure 3: Trend of anemia in children 6-23 months in 2012-2013 in Ali Adde and Hol Hol refugee camps



Selective and blanket feeding programmes

50. Supplementary and therapeutic feeding programs to prevent acute malnutrition among children and pregnant and lactating mothers are widely implemented in the camp. Whilst recognizing that these programs are running well, refugees (mainly women) raised concerns about the absence of some food items in the basket such as porridge, tuna and milk from their entitlement. Furthermore, refugees declared that the quantity of the food ration distributed for pregnant and lactating women is inadequate.

51. Given the concerning nutritional situation in Ali Addeh and Holl Holl camps, supplementary and selective feeding programmes continue to play an important role in terms of treating and preventing acute under nutrition, especially among children. Moderately malnourished children under 5 children discharged from therapeutic feeding centres, pregnant and lactating women receive supplementary feeding rations. Supplementary feeding rations are also provided to other vulnerable groups of refugees, including tuberculosis (TB) patients, people living with HIV and elderly. The management of moderate acute malnutrition (MAM) through targeted supplementary feeding is being implemented by CARE Canada in accordance with the national protocols which are in line with WFP protocols. Distribution is implemented at the health centre. At the time of the JAM, all beneficiaries of supplementary feeding (targeted and blanket) were receiving wheat soya blend+, sugar and oil provided by WFP through CARE Canada in the health centre.

52. **School Feeding** – take-home rations (THRs): As suggested by the 2009 JAM and based on the experience acquired in WFP current PRRO 200293, refugee girls in grades 3 to 5 attending at least 80 percent of school days are receiving THRs (vegetable oil) to encourage their families to send them to the refugee primary school.

Health status

53. The camp health centres provide preventive and curative health care. A medical referral system is in place for specialized investigations and expert management of persons with conditions that cannot be treated at camp level, with due consideration to obstetrics complications
54. Overall, refugees are aware of the services available and delivered in the health centers in the two camps, and recognize that the management of cases by the CARE international has improved. The outpatient program, as well as the quality and number of consultations, ante and post-natal cares, EPI, and deliveries services are running well.
55. Furthermore, refugees in both camps were particularly concerned by the lack of dental care facilities, and affirmed that dental related illnesses are among the most frequent registered in the camps.
56. Refugee patients from both camps are therefore often referred for treatment to Djibouti. However, currently there are no arrangements to accommodate them once arrived in Djibouti. Also, no specific CARE offices in Djibouti or in the camps were opened, and no official interlocutors were appointed to monitor the treatment within public or private medical institutions.
57. TB patients used to receive some cash support from the UNHCR operating partner, AMDA (Asian Medical Doctors Association) to complement their dietary needs, but no longer receive the cash support under the current UNHCR partner CARE. In Holl Holl, the lack of both laboratory and HIV and PMCT services are additional concerns and immediate priorities that need to be addressed. CARE currently manages the TB patients according to the national protocols/guidelines under the supervision of the relevant MOH authorities.
58. In addition to the mentioned limiting factors, in Holl Holl the ambulance broke down six months ago and has still not been repaired. For any emergencies, the ambulance of Ali Addeh camp must reach Holl Holl driving through a poor quality dusty road.

Education

59. There are two primary schools, one in Holl-Holl and another in Ali Addeh camp respectively. Holl-Holl camp has one preschool with two temporary classrooms while Ali Addeh camp has four preschools each having two permanent classrooms. The main school in Ali Addeh has 16 classrooms in use while in Holl-Holl only five classrooms are use in the main school. Holl-Holl has three unfinished classrooms that are expected to be completed in 2014. The schools are managed by LWF with the participation of Parents Teacher Associations (PTA) out of which the School management committee is formed.

60. There is high primary school attendance rates in both camps, with the highest among children in Ali Addeh (83 per cent), and 74 per cent in Holl Holl⁹. The high rates are primarily due to improved access to primary education facilities since 2009.
61. Both camps provide school services and facilities up to grade 8. The absence of secondary school and other vocation trainings in both Ali Addeh and Holl Holl camps is a major concern to the refugees. Most children cannot attend local secondary schools because of the different curricula and language used, interrupting the students education career.
62. Dropout rates of girls from school are high in both camps. Many young girls drop out of school to help in household work (25 percent in Holl Holl and 16 percent in Ali Addeh). In Ali Addeh, drop out of girls is often connected to parents' low consideration and interest on education, especially for girls. In Holl Holl, however, the perception of the importance of the school among parents and students is very high. Holl Holl school has had very clear structures with its inception and establishment. The PTA are fully committed to the agreed upon responsibilities and the school administration focused on the provision of quality education. The child protection assistants are also directly doing the awareness and dissemination of information on the rights of the child. The PTA and school administration have embraced the management of the education of their children. A very good example of the importance of positive participation of the community in the education provision. Therefore, most girls in Holl Holl do not abandon school due to the pressure of their parents but decide themselves to migrate to Djibouti to become house workers in order to fulfill their needs in terms of clothes, shoes, cosmetics, devices like telephones etc. This is conducive to child labor and exposes girls to risk of sexual abuse and prostitution.
63. Another major cause of drop out of girls is early marriage, both in Holl Holl and in Ali Addeh. This is primarily for financial reasons to help reduce the pressure on their own household's budget.
64. Limited access to sanitary towels also results in sporadic attendance of girls which negatively affects their results. Many girls repeat the same year two to three times and as they start sharing the classroom with younger students, hence would drop out.
65. To improve attendance of girls at school, WFP and LWF supply take-home rations of vegetable oil to girls. Such intervention supports the family budget and allows young girls to monetize the ration and buy other items such as clothes, shoes, and cosmetics. Whilst acknowledging the importance of such program, young girls affirmed that the take home ration has been reduced from 4 to 2, i.e. – 3.5 liters oil can per term over the last year, and asked to increase the quantity provided to 2012 standards.
66. Despite effort by humanitarian agencies, many children attend school without having had breakfast and in some cases without having lunch afterwards. This happens when their

⁹ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

families are forced to monetize part of their food ration in order to cover other food and non-food item needs (alternative food, clothes, shoes, some cosmetic, soap, school material, firewood, etc.) and undermines the concentration of the students, according to the heads of schools in Ali Addeh and Holl Holl.

PART FOUR - *Water and Sanitation, Domestic Energy, Shelter*

Water availability

67. Fresh water availability is higher in Holl Holl compared to Ali Addeh. However, major concerns relating to the quality of water remain in both camps as a result of infrastructural gaps, a high number of unprotected wells and limited capacity to adequately treat water.
68. Available drinkable water resources in Ali Addeh are not sufficient to meet the demand. Over 85 per cent of households reported that scarce water availability is their main concern, whereas 15 per cent suggest that the main problem is linked to its quality¹⁰. Access to water resources is constrained by several factors. According to refugees and the water management committee, 3 out of 6 hand dug protected wells equipped with hand pump are broken mainly due to technical issues and/or sabotage. As a result, long queues are observed every day at the only functioning wells. A total of 23 unprotected wells were created by the refugees; this may increase the risks of waterborne diseases associated with the consumption of untreated water. UNHCR has provided water filters to people who don't have direct access to water taps (in 4 out of 8 sections of Ali Addeh camp). But water filters provided are, not systematically used even when available by targeted beneficiaries.
69. The increased distance to water points is a significant obstacle for people with special needs such as physically impaired persons. As a result, many of them rely on water transport services, mainly through jerry cans and donkeys, in exchange of payments or part of the food ration.
70. In addition to the boreholes, one big diameter wells equipped with solar pump is meant to supply the camp with large volumes of treated water. However, it is currently under rehabilitation due to alleged sabotage and rain fall flooding. The network of tap water points is considered insufficient to match households' needs. Women and children are the most involved in water collection, and they normally spend one to three hours per day on this operation. As a result, 30 per cent of refugees in Ali Addeh have access to less than 20 litres per day¹¹.

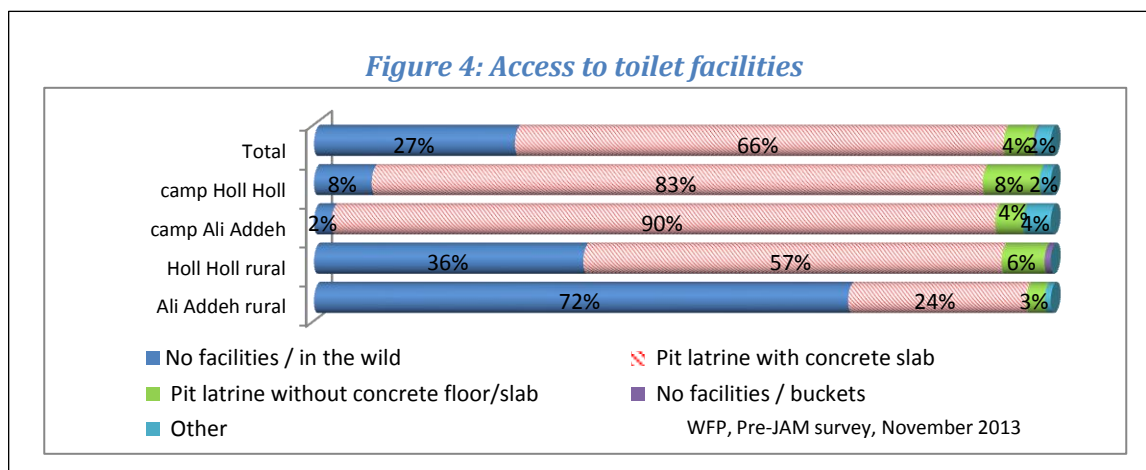
¹⁰ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

¹¹ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

71. The use of untreated water by the major part of the camp's population increases risks of outbreak of water-related diseases. Finally, the continued consumption of water with an increasing salinity could have negative health consequences in the long term.
72. In Holl Holl, access to water in the camp is generally satisfactory for refugees, mainly due to widespread and operative tap-water points network. However, this service seems unable to supply treated water for more than a few hours per day. Additional non-purified water is accessed through shallow and hand dug wells. Only three out of six water points equipped with manual pumps are currently operative; the water committee members of Holl Holl camp reported that, despite having been provided with trainings, they did not receive tools and spare parts to solve their ordinary maintenance tasks. As a result, risks of outbreak of health diseases associated to the consumption of untreated water by the major part of the camp's population are extremely high.
73. The refugees also reported that each household has an average of 3 solid jerry can of 20 litres each; in order to satisfy their daily needs they are forced to go several times to fetch the water. They are therefore not able to store enough water at the household and possibly treat it before it is used. Also, refugees complain the lack of reliable soap distribution, which hampers the cleaning of dirty jerry cans.

Sanitation

74. The JAM 2009 indicated sanitation as one of the key concerns given the low access to improved latrines per household. Since then, significant improvements have been made in Ali Addeh camp and access to improved facilities is currently higher in the refugee camps than among host communities (Figure 4 below).



75. In Ali Addeh, the majority of households are provided with family latrines made of stone and cement. Every household has to provide stones, sand and water for the construction while CARE provides cement and the technical design of the latrine. When the latrine is full a new one is constructed, hence affecting space availability in the camp. People with special needs have difficulties providing the materials for the latrine construction and complain that as a consequence some households do not have one.

76. Both the clinic and the school have communal latrines segregated by sex and with locks at the door. However, all latrines in the camp lack hand washing and cleansing materials, including toilet paper.
77. In Holl Holl, the majority of households have family latrines in stone and cement. Some of the new arrivals still do not have a latrine and are supposed to use the communal latrines. However, as these don't have locks, people practice open-air defecation. The school committee in charge of cleaning the school latrines has currently suspended the maintenance, as the entire community is using them, rather than the pupils only. Hand washing and cleansing materials are not provided in any latrine in the camp.
78. Problems related to access to hygiene services for people with disabilities and special needs remain high in both camps.

Domestic energy

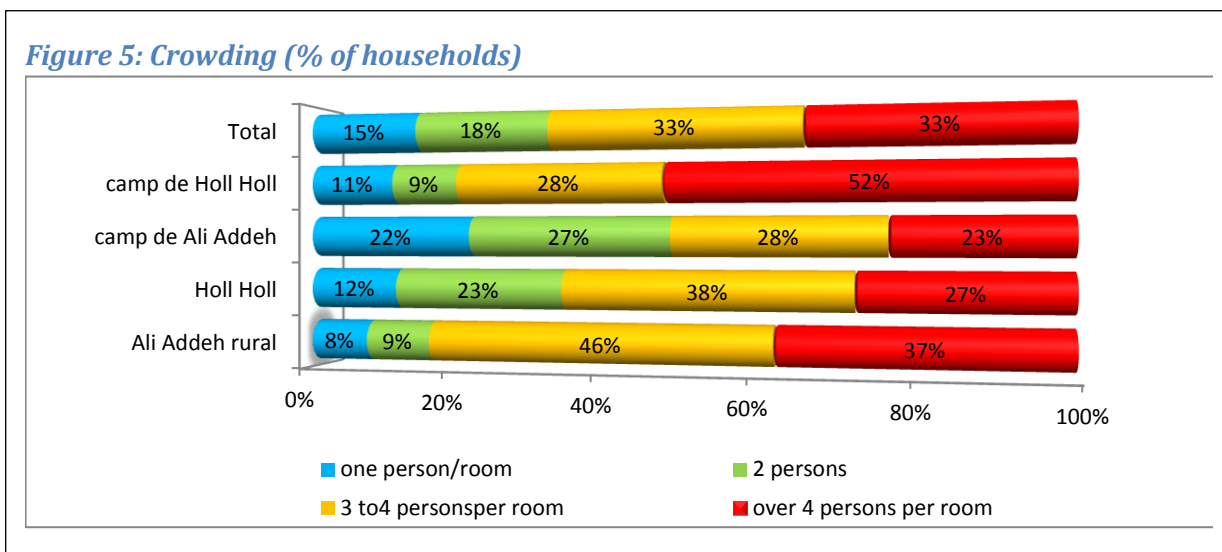
79. Both camps face challenges in access to and availability of cooking fuels. After four years from the JAM 2009, which raised major concerns over the abuse of fossil fuels, firewood and charcoal remain the main source of energy for domestic use for 96 and 99 per cent of households in Ali Addeh and Holl Holl camps respectively¹².
80. Following the recommendation of the JAM 2009, UNHCR started the distribution of kerosene during the monthly food distribution. However, kerosene has been distributed on only two occasions half of 2013, and the quantity barely sufficient to light up the firewood.
81. Unsustainable natural resource management is not the only constraint of firewood collection. As women and children are often in charge of firewood collection, they are increasingly at risks of sexual and gender-based violence as distances to the collection point expands. In Ali Addeh, people have to walk 12 to 13 kilometres on average and to spend the entire day collecting firewood from the bush. People with special needs cannot participate and have to rely on neighbours' solidarity, which is often insufficient to meet their needs. In Holl Holl, firewood represents the primary source of domestic energy. Every household dedicates one day every three days to the collection of firewood. It is also important to highlight that a ban on the cutting of bush trees has been imposed by local Government in 2004 and therefore any refugee not complying with this measure risks imprisonment.
82. Finally, energy-efficient stoves, including solar stoves, were not observed among refugees' assets during the assessment.
83. To date, UNHCR and its partners have not operationalized a comprehensive strategic plan on energy.

¹² Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

Housing and shelters

84. In both camps, shelter provision is perceived by refugees as insufficient both in terms of tents quality and quantity. Furthermore, tents provided are inadequate for the climate of the area, characterized by strong winds and occasional heavy storms. Given that tents are no longer provided by UNHCR, refugees rely on clothes and other materials from the vegetation to create new shelters.

85. Large households suffer the most, as they cannot accommodate all the family members. In fact, given that no tents are being provided by UNHCR, teenagers continue to live under the same roof as their parents and some of them have to sleep outside during the night. This situation leads to frustrations and problems over space and privacy. In this regard, the situation has not improved since the JAM 2009. In fact, in Holl Holl refugee camp 80 per cent of households live in overcrowded conditions with more than three persons sharing the same room¹³, whereas two thirds of households are in the same conditions in Ali Addeh. Despite the severity of the crowding situation in the camps, the figure 5 below shows that living conditions in this regard are slightly better compared to host communities. In particular, in Ali Addeh 83 per cent of households within the local communities live in houses or shelters with at least three persons sharing the same room.



86. Occasional shelter assessments conducted in the past in Ali Addeh camp did not lead to effective or durable improvements. Compared to the situation described by the JAM 2009, when no permanent housing was available in the camp, a limited number of stone houses (18) and cement houses (2) have been built in over the last four years by UNHCR. But, this pilot project stopped almost immediately and has not been scaled up. However, following the arrival of a new operating partner (NRC) with the aim to improving the shelter strategy, the Government expressed his favourable position towards durable solutions in terms of housing in the camps.

¹³ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

87. Households in the camp tend to own limited number of assets. The mean general household assets score (number of asset per household) is 2.5 among refugees in the two camps, and the most common assets are mattresses and jerry cans¹⁴.
88. Finally, no light is provided at night in the camp. This creates problems of security and undermines ordinary daily domestic activities to happen after sunset. Torches and kerosene lamps are the most commonly used source of lighting for houses and shelters, estimated at 99 per cent in Holl Holl and 90 per cent of the households in Ali Addeh refugee camps.

PART FIVE - *Livelihoods and durable solutions*

Self-reliance opportunities

Livelihoods activities

89. A fairly low proportion of the refugees engage in some form of economic activity. The livelihoods employed to generate additional income are in strict sense coping mechanisms as these are not sustainable activities. Majority of the households do not have a diverse range of livelihood activities. In particular, the vast majority of the 'new' arrivals¹⁵ in Ali Addeh and Holl Holl have not diversified their livelihoods and depend almost exclusively on food ration. Alongside recent arrivals, other vulnerable households with precarious livelihoods in both camps are those with disabled persons; orphans; elderly people; single persons, and families with a high number of children.
90. Women's participation is prominent in almost all household's economic activities, and in particular sale of food aid, daily and seasonal wage and informal trade of fire wood.
91. As for women, the camps do not offer opportunities to men for developing and making use of their technical skills and knowledge. Men are often forced to migrate to Djibouti or out of the country to use their skills and support their families back in the camp. The low proportion of men working inside the camps are mainly involved in small livestock and gardening activities and, in lower proportion, firewood collection and small trade. However, as a result of low access to grazing land, the proportion of households relying on animal husbandry is almost non-existent. Soap-making is also relatively popular among men in the camps, although this faces shortages of raw materials and additives that mainly come from Kenya.
92. Children usually help their mothers in carrying firewood and water. Girls often migrate to Djibouti town to work as housemaids, whereas young boys and men tend to be recruited as technicians by local entrepreneurs (mechanics, masons, electricians, plumbers, etc.). Girls

¹⁴ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

¹⁵ 72 percent of refugees currently living in Holl Holl and 52 percent in Ali Addeh arrived in Djibouti after 2005 (WFP Market and Livelihoods report, 2013).

who could not find jobs are exposed to sexual exploitation and prostitution, whereas boys and men are often forced to beg in the streets.

93. In Ali Addeh, measures restricting freedom of movement of refugees prevent 'new' and 'old' refugees to engage in livelihood activities outside of the refugee camps.
94. Overall, the limited access to income opportunities inside the camps heightens vulnerability to food insecurity especially for women headed households. Facing increasing constraints on their livelihood opportunities, the overall approach of people living in Ali Addeh camp is very negative. The negative outlook is also linked to a certain frustration that their skills and technical knowledge are not made use of in the camp and they worry that they will lose these skills as a result.
95. This widely reflects the recommendation of the JAM 2009. Refugees were highly disillusioned with the lack of roll-out of income generating activities. Income generating projects conducted over the last four years were uncoordinated and lacked a common vision from humanitarian actors involved. This led to disruption in supervision and monitoring resulting in unsuccessful outcomes. More effective conception, planning and follow-up structures will need to be established to enhance a diversification of livelihoods in the camps and to support households' self-reliance. This becomes even more necessary if restrictions on movement of refugees out of the camp are not lifted by local authorities promptly.

Labour opportunities

96. Overall, refugees in the two camps rely on a low number of income sources, with the vast majority only having access to none or one source. The sale of food aid; gifts and transfers represent the main source of income for almost one third of refugees, whereas daily and seasonal wage account for about 20 per cent. Over 10 per cent of households rely on informal trade (mainly charcoal and wood fire)¹⁶.
97. In line with the Pre-JAM results, the most frequent source of income in Ali Addeh is the informal trade of firewood and charcoal. Sale of food aid and petty trade are the other most relevant sources. The two most popular sources of income are therefore neither stable nor sustainable. Informal trade is mainly practiced by the refugees living in Ali Addeh since the early '90s. These households are generally more food secure and have access to a wider variety of income sources.
98. Households in Holl Holl rely on an even lower number of sources of income and are therefore even more reliant on external aid such as food ration and remittances. The smaller community of refugees, associated with the absence of relevant markets explains why the sale of part of the food ration is less common in Holl Holl than in Ali Addeh. The shorter distance from Djibouti town and the fact that restrictions on movement of refugees are not enforced explains why transfers are a relevant source of income for a higher number of

¹⁶ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

households in Holl Holl than in Ali Addeh. The refugees bring food (mainly fresh vegetables) bought in Djibouti or money to their families in the camps personally or via friends or relatives.

Access to credit

99. In both camps, the main limiting factor to income generating activities is lack of formal access to credit. In Ali Addeh, around 250 women benefitted from micro-credit administered by Lutheran World Federation (LWF). No micro-credit was available in Holl Holl. However, refugees said that access to credit would allow them to invest in small activities such as: small trade; livestock/poultry, small gardens and agriculture, purchase of donkeys for water delivery services, knitting, soap-making, and technical jobs (masonry, carpentry, electrician, mechanic, IT, etc.)

Vocational training

100. The lack of trainings and underutilized knowledge and technical skills undermines refugees' capacity to create livelihoods and to become self-reliant in the long term. Overall, relevant skills and knowledge capacities were observed among refugees. However, the lack of opportunities to utilize these skills, associated with the limited number of trainings conducted over the last four years results in frustration and general dissatisfaction, especially among men. This frustration could push refugees to leave the camp despite on-going insecurity in their countries of origin; the underutilization of their capacities can reduce their opportunities to establish their livelihoods in the new settlement in future.

101. In Ali Addeh, around 122 refugees benefitted from trainings conducted by IOM on various sectors but the project was never scaled up. Refugees requested a wide variety of trainings. The most common were vocational trainings on technical areas (electrician, mason, plumber, carpenter, mechanic), and farming, animal husbandry, soap-making, and knitting. Refugees should be involved in trainings and in the management of income generating activities, given their skills. Finally, alongside vocational trainings, refugees in both camps submitted requests of literacy courses and psychological counselling in preparation to repatriation and resettlement.

Own production

102. The wide majority of refugees rely only on food rations and markets. As a result of the climatic constraints and low access to raw materials and financial inputs, own production practices are extremely limited in both camps. Access to land outside the camp is restricted by local authorities. Together with limited access to water, to agricultural inputs and to veterinary supplies in both camps, access to land is the main limiting factor inhibiting the development of sustainable livelihoods for refugees for farming and animal husbandry.

103. Only a limited number of gardens are currently being cultivated along the riverbed in Ali Addeh, whereas a higher number can be found in Holl Holl, where soil conditions and water availability are more favourable. Around 200 small kitchen gardens and off-ground gardens are currently being cultivated in Ali Addeh camp, but this is seasonal. In 2010, a cooperative

of small producers was founded and supplied with agricultural kits. Most of the farmers stopped producing fresh vegetables and fruits after the end of the project.

104. Livestock ownership is extremely limited in the camps. 100 per cent of households in Holl Holl and 82 per cent in Ali Addeh own animals for less than 0.5 Tropical Livestock Units¹⁷ (TLU), whereas 94% per cent of host communities in Ali Addeh and almost 50 per cent in Holl Holl own more than 0.5 TLUs¹⁸. Furthermore, only 2.5 per cent of refugee households' owns one goat and 0.4% one sheep in Ali Addeh. Even lower percentages are registered in Holl Holl. The difference between the camps is mainly due to the length of stay in Djibouti for Ali Addeh refugees and the closer interaction with host communities. Livestock production in both the refugee community and host population is dogged by lack of pasture and fodder (reported by 37 percent of household); parasites and diseases (32 percent); and scarcity of water (15 percent). Access to land is also among the main limiting factors for refugees, as they could face charges by local police when found herding out of the camp premises.

105. Given that most of the refugees are former farmers from southern Somalia, those who aspire to make a living in the camp whilst waiting for resettlement or repatriation requested that income generating activities relating to livestock, gardening and forestation with fruit trees are put in place. Other activities they asked for are knitting, animal husbandry, soap making and services such as small trade and restaurants.

Remittances

106. During the past 12 months a limited number of household received remittances. According to the Pre-JAM study, the highest proportion of households receiving remittances was in Ali Addeh camp (about 5 percent). Most money transfers originated from within Djibouti, whereas a small percentage of households indicated other African countries and Middle East as the source. The amount of remittances received over the last 12 months averaged 114,600 DJF and 38,400 DJF for Ali Addeh and Holl Holl refugee camps respectively.

107. Despite the lower income derived from remittances, Holl Holl refugees seem more dependent on transfers and remittances from their relatives working in Djibouti. The restrictions of movements imposed since 17 October 2013 to refugees in Ali Addeh, combined with the absence of providers of money transfer services cuts off remittances from

¹⁷ Common unit describing through a single figure the total amount of livestock present in given context – irrespective of the specific composition. The TLU uses an "Exchange Ratio", whereby different species of different average size can be compared and described in relation to a common unit. This unit is 1 Tropical Livestock Unit (TLU). Various methods of obtaining exchange ratios among species have been used (e.g. 1 TLU = Camels 1.0; Cattle 0.7; Sheep/Goats: 0.1). FAO's Tropical Livestock Unit is based on the weight of the animal raised to the power of 0.75, compared with the equivalent figure for a "tropical cow" of 250 kg.

¹⁸ Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013

refugees' household economy. These measures are likely to have an impact on levels of poverty among refugees in Ali Addeh, as well as on their food and nutrition security status over the next months.

Food and self-reliance strategies

108. Alongside low access to credit, the current restrictions placed on refugee movement and access to key elements such as arable and grazing land, and water inhibits self-reliance opportunities among refugees in Ali Addeh.
109. Limited livelihoods opportunities have led to limited self-reliance and high dependence on food ration within the camps; the relaxation of these restrictions, if associated to comprehensive joint planning on income generating activities by humanitarian agencies and ONARS would certainly have a positive impact in terms of improving labour opportunities for the refugee caseload which, in turn, would improve their food security and nutrition.
110. An improvement in the number and quality of income generating activities would not only increase self-reliance of the refugees but also allow them to contribute positively to the local economy. In fact, the refugee camp of Ali Addeh is the market of reference of fresh vegetables and livestock products. An increased access to proteins and micronutrients would translate into lower levels of food insecurity among both refugees and host communities.
111. Without this, food assistance will continue to play an important role in terms of safeguarding food security and nutrition for the foreseeable future.
112. Furthermore, self-reliance will be possible only if targeted investments on sustainable environmental and natural resource management are put in place, which will preserve the access to resources of households hence ensuring their livelihoods in the long term.

Durable solutions

113. Since the last JAM in 2009, the prospects for finding durable solutions for refugees in Ali Addeh have reduced.

Voluntary Repatriation

114. The Government is fully involved in the on-going discussions oriented to finding durable solutions to refugees from Somaliland. Cross border meetings are organized in order to explore the possibility of initiating a tripartite agreement for voluntary repatriation to Somaliland provided that lifesaving services are scaled up and local integration conditions are met in the areas of potential return.

UNHCR's position

115. Djibouti has repatriated 19,000 Somaliland refugees between 2002 and 2007. To date, there is a residual caseload of around 3,200 Somaliland refugees in the Djibouti camps who could not avail themselves of the opportunity offered previously. UNHCR Djibouti is currently

working with UNHCR Somalia and the authorities of Somaliland and Djibouti in order to find a solution for members of the group.

116. UNHCR Djibouti is not at present promoting or facilitating repatriation to areas in South/Central Somalia because the prevailing conditions are not conducive for such return. However, UNHCR Djibouti, alongside with other offices in the region, is working on a regional durable solutions strategy for Somali refugees that incorporates facilitated repatriation to South/Central Somalia once security and stability are available.

WFP's position on voluntary repatriation

117. Despite the current conditions in Somalia are not satisfactory and do not guarantee safe repatriation and reintegration of refugees in the socio-economic context of origin (mainly in Southern Somalia), repatriation and resettlement are for the highest aspirations for most refugees. This is also due to growing frustration of all refugees who did not receive over the last years adequate tools and could not explore opportunities to develop their livelihoods and increase their sources of income by using their skills and knowledge. The current restrictions imposed by the government In Ali Addeh risk to exacerbate these frustrations and to underpin voluntary repatriation.

Resettlement

118. Since 2009, resettlement remained the sole durable solution available for refugees in Djibouti. 2242 individuals (close to 700 cases) were submitted for resettlement between 2009 and 2012. The activity was put on hold in 2013 pending the organisation of a population verification exercise that aims to improve the quality of the data currently available. The office is also expecting the arrival of international resettlement staff to deliver services that are in compliance with applicable standards.

119. In the future, resettlement will be a component of a comprehensive durable solutions strategy together with repatriation, where feasible, and local integration albeit in a very small scale

Local integration

120. Art 7 and art 8 of the Djibouti refugee act authorize refugees to engage in wage earning activities and provide for a favorable treatment on the labor market (at least as favorable as for aliens residing legally in the country). At the same time, Djibouti Nationality Code contains provisions that can in principle allow refugees to access nationality (Art.5 and Art.12) although the process is long and tedious. UNHCR will use these instruments to further discussions with the relevant authorities.

121. However, one should bear in mind the country's limited absorption capacity as an arid country with no or limited natural resources, including agriculture and industry. As a result, the country has been facing difficult socio-economic conditions and is struggling to provide for the needs of its own population over 50% of which is jobless.

122. Notwithstanding the above, UNHCR Djibouti has implemented a small scale income generating activities in Ali-Addeh refugee camp (revolving loan project that enabled families to buy and keep livestock or start small shops and restaurants). Arrangements are also being made in order to offer refugees secondary education and vocational training in a number of marketable areas (electricity; plumbing; mechanic; carpentry; painting) with the aim to further develop their prospects for self-reliance.
123. Future projects will aim at empowering refugees and ensure peaceful co-existence with host communities in the country of asylum.

PART SIX - Protection

Registration/documentation

124. The distribution list is very old and does not adequately capture the dynamics in the camp such as newly formed households due to marriages, households who had left for resettlement and members who had left for employment in Djibouti and other countries. During the pre-JAM survey, almost 50 percent of the households sampled in Ali Addeh could not be found in the camp especially in Section 5. The reasons why such households were not found could be reconnected to resettlement and to the fact that these families were working outside the camp at the time of the assessment. The restricted movements introduced in November in Ali Addeh camp may reduce the absenteeism. To improve the targeting there is a need to rationalize the distribution list and to proceed to a comprehensive verification of refugees in the camp.
125. Refugees reported a number of individuals living in the camps whom are not registered by UNHCR and cannot therefore benefit from food assistance and other services provided.
126. These individuals include family members who were absent during previous verification exercises carried out by UNHCR in the camps, refugees who did not receive their refugee attestations after the last verification exercise (adults family members separated from their initial households), family members who joined relatives more recently and former refugees from Holl-Holl (holders of old green refugee booklets) who settled in Ali-Addeh camp.
127. These individuals mainly give thanks to solidarity of 'official' refugees who share their food ration with, hence reducing the average duration of food aid rations.
128. The local authorities from Ali Addeh (Sous-prefect) requested computer equipment in order to print the birth attestations of refugee children newly born in the camp.

Security and sex gender based violence

129. Security was not raised as a major issue in the camps. According to the WFP Market and Livelihoods assessment report, 98 per cent of the refugees in Ali Addeh and 99 per cent in Holl Holl are confident about the safety of their households within the camps.
130. Refugees of various nationalities indicated that access to food and other services in the camps did not result into detriment of safety conditions. However, isolated incidents were reported when women go out to collect firewood far out in the mountains. Protection of women and children for SGBV must be adequately monitored with local authorities as the distance to collection points of firewood out of the camps is increasing.
131. Concerns were also raised over the lack of lighting in most section of Ali Addeh camp. Darkness hampers socioeconomic activities while it creates insecurity for the population.

Movement to and from the camps

132. Following the government's decision to reinforce security in the country in the aftermath of Al-Shabab threats, additional police officers were deployed in Ali-Addeh camp and movement of refugees in and out the camp subjected to tight controls.
133. Refugees must obtain a "laissez-passer" to leave the camp but it is unclear who should issue the document and under which conditions. As a consequence, refugees who used to regularly travel to Djibouti-town to find employment and earn an income are no longer able to do so. Trade from/to Ali-Sabieh and Djibouti town that procured income to many refugees is also negatively impacted by the new measures. In addition, medical cases in need of treatment in Djibouti could face serious problems. In this regard medical referral services must be strengthened.

Refugees with specific needs

134. In both camps refugees with specific needs include medical cases with no treatment available in the host country and people with disabilities (blind; hearing problems; mental conditions...) do not benefit from the assistance necessary for their needs.
135. Monthly distribution of the food ration for the refugees with special needs is not conducted separately, hence resulting in problematic access to food. People with special needs are often forced to pay other refugees (usually four Kg of wheat flour) in order to transport rations to their shelters. The situation is particularly concerning in Ali Addeh.
136. People with special needs in Holl Holl and especially physically impaired, face constraints to reach the health centre located on the hill adjacent to the camp.

PART SEVEN - Logistics

137. The JAM team conducted an inspection of the food pipeline and assessed the food distribution system in the camps going through all aspects of the food delivery, food storage in the warehouse and in the households and food distribution.
138. The food is provided by WFP, transported and stored by ONARS from WFP hangars in Djibouti town under the supervision of WFP, and distributed by ONARS under the supervision of WFP and UNHCR. Food delivery initiates with UNHCR providing the Master lists to WFP and ONARS and WFP finalizes the transport authorization. ONARS then moves the trucks and transport the food to the camps.
139. There is a general difference between the planned and actual food distribution. Overall shortfalls in 2012 are due to missing distributions that are related to the transport capacity of the ONARS. The shortfall of Wheat Flour in 2013 due to pipeline break was covered by the rice, unfortunately the salt could not be substituted with another commodities. In 2013 only 11 rations were distributed, the December ration was delayed because of transport shortage and this affected also the overall performance (Table 8).

Table 8: Planned and Actual food rations delivered in Mt

| Year | Distributions | WSB++ | Wheat Flour | Peas | Rice | Sugar | Vegetable Oil | WSB | Salt | Dates |
|------|----------------------------|-------|-------------|-------|-------|-------|---------------|-------|------|-------|
| 2012 | Planned | 15.8 | 2,308.1 | 383.2 | 258.3 | 105.9 | 225.3 | 314.0 | 29.7 | 0.0 |
| | Actual | 13.2 | 2,236.0 | 334.2 | 259.7 | 106.1 | 214.0 | 268.7 | 22.5 | 0.0 |
| | % Diff Actual from Planned | -16% | -3% | -13% | 1% | 0% | -5% | -14% | -24% | - |
| 2013 | Planned | 15.8 | 2,425.0 | 382.1 | 0.0 | 104.0 | 230.6 | 304.1 | 34.0 | 0.9 |
| | Actual | 11.1 | 1,895.0 | 309.0 | 263.9 | 94.0 | 169.7 | 303.0 | 9.9 | 0.9 |
| | % Diff Actual from Planned | -30% | -22% | -19% | 100% | -10% | -26% | 0% | -71% | 0% |

Source: WFP Djibouti

140. Concerns remain over the accuracy of the current master list and registration lists, with a large number of beneficiaries who could no longer appear at the distribution centre in Ali Addeh.

Transport

141. Transport capacity increased compared to 2009, thanks to three new trailers trucks of 10 MT capacities and suitable for the harsh roads' conditions that ONARS have received in 2013 from WFP. However, improved transport capacity did not translate into more punctual food delivery and more effective distribution.
142. The road connecting Ali Sabieh and Ali Addeh Camp lays in very bad conditions and might be cut off any time soon if no major works are done in short terms. The Sous-Prefecture has discussed with WFP on the Food for Work program to repair it. The proposal is already submitted to WFP and the labour team already appointed.

143. Similar constraints are experienced in Holl Holl, where the road connecting the military camp to the refugee camp is in very bad conditions. A second access road to Holl Holl camp was recently built by Chinese Railway Company but passes through river bed. The military camp Commander has asked UNHCR to provide only cement and his soldiers to repair the road.

Food Storage and reconciliation

144. In Ali Addeh, the food storage capacity in the camp was improved thanks to the installation of the WFP rub hall realized by ONARS. The overall warehouse management has improved and the palettes are available. However fire extinguishers, cleaning materials and wheel barrows are not available and need to be bought. A distribution centre is in place in Ali Addeh but cannot accommodate the refugees waiting for their food ration.

145. In Holl Holl, no contingency stock was found, with exception of a negligible of four sacks. Logistical aspects concerning the 'first-in first-out' management of supplies were raised by WFP to justify the fact that exact amounts of food were delivered each month to avoid reconciliation.

Food handling at distribution

146. In **Ali Addeh**, food delivery has been consistently delayed and not confirming to a consistent schedule in the last four month of 2013.

147. The distribution process takes between seven to ten days and does not take into due account the specific constraints faced by People with special needs (PSN). The PSN would prefer to receive their food ration on a different date from the general distribution, and in a series of sub-distribution centres which may reduce the average distance from their shelters.

148. During the distribution the food is stored outside on the ground. The distribution lasts for hour, without a sequential order based on households' composition or priority to people with special needs. Refugees are often requested to stay in a cue for hours under the sun, as no shades or protections against dust, sun and rain are currently available.

149. **Holl Holl** camp has no distribution centre. The distribution is conducted outside, inside the compound near the warehouse gate, on the ground under the sun and no shade to protect food against dust and rain and distribution team against sun. UNHCR and WFP shared the construction of the fence around the warehouse, due to limited budget did not support the building of the distribution centre. A distribution centre has to be built to accommodate the refugees waiting for their food ration.

150. Food delivery and distribution has been consistently delayed for ten days over the last four months from January up to now. One month of ration was not provided in December 2012 due to delays incurred in the overall distribution calendar of the two camps and the non-retroactive back-feeding rule of WFP. Overall, the delivery calendar was not entirely respected. As refugees depend almost entirely on the food ration for their food and non-food

items needs, it was very unfortunate for them to spend the whole month without food distribution.

151. The warehouses in both camps do not have fire extinguishers and that the distribution team members do not have protection items such as masks and gloves enhancing their work during the distribution.

152. Finally, no complaints desks are available in both camps.

Post-distribution handling of food

153. No specific problems were raised about the quality of food distributed by refugees in Ali Addeh, whereas refugees in Holl Holl declared that the quality of WSB rations is poor as rats have attacked food in the Warehouse.

154. In both camps, the transport of food from the Distribution centre to the households' shelters costs too much to refugees. If the household members cannot deliver the ration themselves, or are not helped by other refugees, these have to pay money (from 100 to 200 DJF) or food (up to 4 kgs of wheat flour or broken beans) to the donkeys' owners to transport their food rations.

155. In Ali Addeh, the food storage techniques in the shelters need to be improved, given that some households stores food directly on the ground. The empty food bags are used by Refugees to repair their houses, others are thrown away. As per today, no standard policies on how to dispose containers has been defined and enforced.

PART EIGHT - *Non-food and other related concerns*

Non-food items – requirements and distributions

156. In Ali Addeh, essential NFIs such as soap, kerosene and blankets are not as consistently and reliably provided by humanitarian agencies as expected during monthly distributions. Refugees therefore adopt coping mechanisms such as the sale of a portion of the food ration, borrowing, contracting loans or engaging in collection and trading of fire wood to complement their unmet needs.

157. In Ali Addeh, the last general distribution of NFIs dates back to 2010 and all the items are generally over-used; refugees are therefore monetizing food to provide for essential non-food items to address their needs. In Holl Holl, relocated refugees benefited from the general distribution of NFIs after they were recently transferred from Ali Addeh. The last distribution of NFIs to the old arrivals old arrivals in Holl-Holl took place in June 2013

158. In both camps, the kerosene is supposed to be distributed regularly by UNHCR. However, this was distributed only 4 times over the last two years and in very limited quantities. This is

mainly due to the high costs associated to the purchase and transport of Kerosene by UNHCR.

159. Energy-efficient stoves (including solar power stoves) were not observed in the camp. Such items should be distributed and used in order to reduce pressure on fossil fuels and at the same time to limit risks of harassment and SGBV for women and children in charge of fetching firewood out of the camp.
160. The last distribution of soap – which is supposed to be supplied each month together with the food ration - was done in June 2013. Women and girls in reproductive age received soaps and sanitary materials for the rest of the year. Several refugees in Ali Addeh camp dispose of relevant skills on soap-making techniques but often face shortages of raw materials and additives. Internal production of soap could complement ordinary monthly supply from UNHCR (250g/ppm) therefore increasing household soap availability to refugees, whilst ensuring livelihoods and income differentiation opportunities among refugees in Ali Addeh.

PART NINE - *Partnerships, planning and other issues*

Partnerships and coordination

161. Efforts among key partners need to be scaled up in order to rationalize the work being done more effectively and coordinate activities of agencies in the camps. This concerns the overall management of the camp (UNHCR and ONARS), food distribution (ONARS) and monitoring of food distribution (WFP/UNHCR), as well as all agencies engaged in livelihoods assessment and planning, training, microcredit (FAO, CARE, LWF, UNICEF, APEF, WFP, UNHCR) in addition to those mentioned before.
162. Humanitarian agencies should assess and if possible stimulate opportunities to actively involve refugees in the roll out and coordination of activities and services delivered to them, such as education and health services, trainings, income generating activities.
163. Active engagement and partnerships among humanitarian actors will required at both planning stage, implementation and follow-up/monitoring of all ordinary activities (food and NFIs distribution, camp management, etc.) and newly conceived initiatives such as trainings, income generating activities, feasibility studies, joint plan of actions and thematic sectors strategies.

PART TEN - Options and final recommendations

Recommendations

1. Food security, food assistance and markets

| No | Recommendation | Camp | Responsible Agency | Timeline |
|----|--|--------------|---------------------------------|--|
| | Set up the Food Distribution Committee, establish ToRs for the committee and train/educate them on food entitlements as well as protection and complain mechanism | Both | WFP UNHCR ONARS | Immediate |
| 1 | Educate the households on their food ration entitlements and also use pictorial posters of the entitlements so that the illiterate households can be able to know. WFP and UNCHR to work with the Food Committee and the Camp Managers to ensure that the awareness is raised. | Both | WFP UNHCR ONARS | Immediate |
| 2 | Ensure that the scooping method is standardized and the correct food ration entitlements are provided. Provide weighing scales to each distribution centre to cross check whether the rations provided correspond to the entitlements to reduce suspicion of households. | Both | WFP | Immediately |
| 3 | Systematic communication with beneficiaries through a scheduled pre and post-distribution meeting on the following; a) distribution calendar b) possible delays and c) change in ration sizes. Ensure the inclusion of the Food Committee on the planning of distributions. | Both | WFP ONARS | Medium |
| 4 | Set up the Food Distribution Committee that is minimum 50% women. | Ali Addeh | UNHCR Camp Manager WFP | Immediate |
| 5 | Set up a system of Complaints mechanisms that can be used to address issues related to entitlement shortfalls at distribution. The system should include the Food Committee. | Both | WFP UNHCR ONARS | Immediate |
| 6 | Streamline the distribution system so that it is efficient, to reduce the loss of attestations and refugee waiting time at the distribution point. This can be done by ensuring that refugees collect their ration from one point rather than the current several points. Furthermore for each section, the distribution should be done orderly according to the size of households and also catering for people with special needs such as physically challenged, for standardization in scooping and measurements. | Ali Addeh | WFP ONARS UNHCR | Immediate |
| | Ensure continuity of the weekly coordination meetings | Djibouti | WFP ONARS UNHCR | Immediate |
| 6 | Introduce onsite monitoring of food distribution, by ensuring that irregularities in distribution are recorded by the monitors during each distribution and addressed. | Both | WFP UNHCR | Immediate |
| 7 | Conduct a feasibility study for implementation of cash or vouchers so that households could diversify their food basket and also look at the type and quantity of commodities that can be monetized within the basket without disruption of markets and negatively affecting household food security. The cash or voucher if implemented will also act as an incentive to market development stimulation. | Both | WFP | 1 st to 2 nd Quarter of 2014 |
| 8 | Substitute the pulses in the ration (lentils instead of split peas) given the refugee stated preference. | Both | WFP | 1 st quarter of 2014 |
| 9 | Increase the food assistance support to the host community to improve their food security status to reduce potential tension with the refugees | Both | WFP GoD | 1 st quarter 2014 |

2. Health, nutrition, ration composition and education

| No | Recommendation | Camp | Responsible Agency | Timeline |
|---------------------------|--|------------------------|------------------------------|----------------------------------|
| Health | | | | |
| 1 | Maintain and improve hygienic sensitization programs to avoid diarrhoeal diseases outbreak. | Both | CARE | Immediate |
| 2 | Ensure adequate, regular and punctual monthly distribution of soap associated to the monthly food distribution. | Both | UNHCR | Immediate (January 2013 onwards) |
| 3 | Improve curative programs, prevention and health based communities activities. | Both | UNHCR CARE | Immediate |
| 4 | Conduct sanitary and hygiene sensitization campaign for refugees on the importance and availability of essential drug, and on the causes of the most frequent diseases and illness in the camp. The sensitization campaign should increase confidence on CARE staff. | Both | UNHCR CARE | Immediate |
| 5 | Identify, set up and inform refugees on the accommodation points in Djibouti and the focal points appointed for refugees referred for medical purposes. Medical cases with no possibility for treatment in the host country should be better managed in close collaboration with UNHCR RST service in the hub. | Both | UNHCR CARE | Immediate |
| 6 | Set up and equip one laboratory for testing in Holl Holl, and upgrade the standard of laboratory services in Ali Addeh | Holl Holl Ali Addeh | UNHCR CARE | Medium term (6 months) |
| 7 | Address the lack of dental care facilities and dentists and establish partnerships with other actors to make treatment accessible for refugees in the camp. | Both | CARE | Medium term (6 months) |
| 9 | Sensitize refugees over the risks of transmission of tuberculosis and adherence to the treatment. | Both | CARE | Immediate |
| 10 | Ensure specific treatment and drug delivery systems for HIV/AIDS affected people (VCT, PMTCT, ART) in place in Holl Holl and services improved in Ali Addeh | Both | UNHCR CARE | Immediate |
| 11 | Repair or replace the ambulance in Holl Holl and ensure that ordinary maintenance is conducted to both ambulances in both camps. | Holl Holl | UNHCR CARE | Immediate |
| 12 | Advocate towards local authorities to ensure that medical referrals do not encounter problems due to recent restriction of movement in Ali Addeh. | Both | UNHCR | Immediate |
| 13 | Ensure that the institution in charge of the instruction and release of laissez passer is in place and provides LPs to patients undergoing medical referral | Both | UNHCR | Immediate |
| Nutrition | | | | |
| 14 | Provide a potent product for MAM treatment. The use of Plumpy Sup for the treatment of MAM cases need to be considered. | Both | MoH/UNICEF | Immediate |
| 15 | Put in place a strategy of communication to explain the rationale of each program and the necessary food and quantity needed to prevent or to treat malnutrition and anaemia. Additional emphasis must be put on the correct use of complementary food with the community. This aspect should be discussed between the CARE, APEF and UNHCR. | Both | CARE APEF UNHCR WFP | Immediate |
| 16 | Create a stabilization centre in Holl Holl and further support of mothers of children transferred to Ali Addeh for the treatment of SAM. | Holl Holl | UNHCR CARE | Medium term (3 months) |
| 17 | Continue and extend nutrition promoters' activities in the camps, and reinforce the capacities and motivation of nutrition staff through. | Both | CARE | Immediate |
| 18 | Sensitize community leaders and involved them in nutrition community activities | Both | UNHCR CARE | Immediate |
| Ration composition | | | | |
| 19 | Introduce blanket feeding program for all children 6-23 months in order to cover the nutrient gap. The use of CSB++ for as a BSFP product should be considered due to the presence of animal protein that is important for linear growth in this age group. | Both | UNHCR WFP CARE | Immediate |
| Education | | | | |
| 20 | Set up secondary schools and vocational training to allow young refugees to achieve post-primary education and to actively engage them in livelihood activities. | Both | UNHCR | Medium-long term (6-12 months) |

| | | | | |
|----|---|------|---------------|-------------|
| 21 | Initiate discussions and analysis on the feasibility of school feeding program. In this regard, study the capabilities of school management and refugee communities to manage the school feeding program. | Both | UNHCR | Immediate |
| 22 | Put in place vocational trainings involving young male individuals in order to increase their confidence in the future and capacity to create self-reliance within the camp | Both | UNHCR | Immediate |
| 23 | Continue the program of the distribution of cooking-oil (take-home rations) to girls and increase the quantity as before to have the better impact. | Both | WFP | Immediate |
| 24 | Organize special courses for girls who are repeating, during the holydays to allow them to pass to the class above and limit the risks of drop out | Both | UNHCR CARE | Immediate |
| 25 | | Both | WFP | Immediately |

3. Water and sanitation, domestic energy, shelters

| No | Recommendation | Camp | Responsible Agency | Timeline |
|---------------------------|---|--------------|-------------------------------|-------------------|
| Water availability | | | | |
| 1 | Explore options to increase drinkable water availability at the camp, without compromising the water resource for the hosting community, including (but not limited to): i) the realization of new boreholes pumping water to the camp; ii) surface dams to recharge shallow wells; iii) improved water network distribution; iv) increased the number of tap-water points. | Ali Addeh | GoD UN agencies CARE | Immediate |
| 2 | Stop recurrent breakdown of water delivery services through adequate protection and maintenance of water points, especially the hand-pump wells. The following initiatives/activities can be explored: i) Institution of a security system of wardens to protect water points from vandalism activities. ii) Use of protection disposals for the hand pumps (such as cages or confined environments). iii) Implementation of a proper maintenance and technical support strategy for the water sources, iv) Creation of a working system of provision of tools and spare parts to the water committee. v) Elaboration of a monitoring system for the technical support service to the water points, including clear identification of actors and responsibilities. | Ali Addeh | ONARS UNHCR FAO CARE | Immediate |
| 3 | Increase water supply, given the potentials of the infrastructure present at the camp. UNHCR reports that the water supply is scheduled for 6-8 hours per day, and that further investigation on stricter limitation should be carried on. | Holl Holl | UNHCR | Immediate |
| 4 | Ensure that purifying tablets and filters are distributed in sufficient quantity and their use promoted. | Holl Holl | UNHCR | Immediate |
| 5 | Conduct a comprehensive maintenance and technical support strategy for the water sources. Creation of a working system of provision of tools and spare parts to the water committee. Elaboration of a monitoring system for the technical support service to the water points, including clear identification of actors and responsibilities. | Holl Holl | UNHCR | Medium (3 months) |
| 6 | Distribute additional tools to collect and store water at the shelter, such as semi-collapsible 20 litres jerry cans and 200 litres tanks. | Holl Holl | UNHCR | Immediate |
| Sanitation | | | | |
| 7 | Conduct an assessment on households' latrines to identify households who do not have one, especially in the case of people with special needs. Hand washing and anal cleansing materials should be provided for every latrine and people should be advised on their use to contrast the spread of diseases. | Both | UNHCR UNICEF | Immediate |
| 8 | Conduct a study to investigate the feasibility alternative solutions to the construction of a new latrine for any full latrine (e.g. digging deeper pit/holes or removing excreta from full latrines). If the study is successful, implement the recommended strategies. | Both | UNHCR | Immediate |
| 9 | Install locks in the communal latrines to allow new arrivals to use them in the | Holl Holl | UNHCR | Immediate |

| | | | | |
|------------------------|--|--------------|---|----------------------|
| | meanwhile. Restore school latrines and identify solutions to limit their usage to pupils only. | | | |
| 10 | Restore distribution of soap in order to allow the cleaning of water storage tools. | Holl Holl | UNHCR | Immediate (Jan 2013) |
| Domestic energy | | | | |
| 11 | Ensure that kerosene supplies are regularly and punctually distributed; also ensure that the quantity of kerosene provided meets households' needs, in order to reduce the firewood utilized. This will require significant funding and a specific donor proposal should be drafted to cover these extensive needs. | Both | UNHCR WFP | Immediate |
| 12 | Find agreement upon and draft a comprehensive energy strategy for both camps which includes technical research and studies over the installation of renewable energy devices and which is connected to the feasibility studies on durable solution for livelihoods (e.g. woodlots). | Both | UNHCR FAO WFP ONARS LWF CARE | Medium |
| 12 A | Prioritize the fabrication and distribution of energy saving stoves as other energy strategies are developed with a goal of 100% coverage. | Both | UNHCR FAO WFP ONARS LWF CARE | Immediate |
| shelters | | | | |
| 13 | Implementation of a comprehensive shelter strategy, which includes: i) A shelter assessment to report cases of inadequate covering of the shelter or insufficient room for the size of the household. ii) Further analysis on feasibility and extension of the pilot projects on stones and cement houses should. In the meanwhile, urgent cases of shelter inadequacy should be addressed by providing additional tents or other covering materials. | Ali Addeh | UNHCR | Immediate |
| 14 | The tents distribution should be immediately restored and all households provided with an adequate shelter. Sources of light at night should be guaranteed in the camp to ensure safe movement. | Both | UNHCR | Immediate |

4. Livelihoods

| No | Recommendation | Camp | Responsible Agency | Timeline |
|----------------|---|----------------------------|--------------------|-----------|
| General | | | | |
| 1 | Advocate towards local authorities for ensuring that measures restricting freedom of movement of refugees' remains temporary in Ali Addeh. Regularly monitor on the consequences of such measures on downscaled diversification of livelihood and of income sources and periodically inform the Government. Advocate towards local authorities for ensuring that measures restricting freedom of movement of refugees are not enforced in Holl Holl, given the high dependence of refugees in this camp from remittances and transfers from Djibouti. | Both | UNHCR | Immediate |
| 2 | Advocate towards GoD to identify durable solutions for refugees in Djibouti and inform on a regular basis on the evolution of food security and nutrition conditions of refugees with regard to the implications (if any) of the restriction movement on livelihood diversification, reduced income sources, food availability and access. | Ali Addeh ¹⁹ | UNHCR WFP | |
| 3 | Advocate towards local authorities to ensure adequate access of refugees to | Both | UNHCR | Immediate |

¹⁹ Both camps if restriction measures are extended to Holl Holl.

| | | | | |
|---|--|--------------------|------------------------------------|-------------------|
| | soil, grazing corridors, woodlots, gardens and fodder perimeters. | | | |
| Livelihoods opportunities & Income Generating Activities | | | | |
| 4 | <p>Elaborate and agree upon a comprehensive plan of action for income generating activities based on the scaling up of ongoing successful activities and exploring the feasibility of others among those requested by refugees.</p> <p>The following phases must be addressed during the planning phase:</p> <ol style="list-style-type: none"> i) Conduct an in-depth analysis and produce a lessons learned report on the causes of failure of income generating activities previously implemented in Ali Addeh; ii) Based on the lesson learned, conduct a technical feasibility study including budget estimation of the realization of income generating activities in the camps; this study will inform on the opportunity to scale up micro-credit projects and to identify beneficiaries, main actors and activities to be implemented. iii) Produce a comprehensive Income Generating Activities Plan of Action with a clear division of labour among humanitarian actors, budget allocations and responsibilities, technical responsibilities of each actors and a clear timeline to follow; iv) Advocate towards local authorities for partnerships and authorizations (e.g. access and use of land) v) Assess the technical capacity and skills available among refugees in the camp in order to identify realistic opportunities for each sector. vi) Conduct trainings on both technical and financial management relating to each type of project, and if necessary punctually distribute the required kits, tools and equipment; vii) Each actor to conduct regular monitoring of each activity and report on a quarterly basis to the Refugee camp management committee. <p>This plan must be compiled by members of the umbrella of the Ali Addeh refugee camp management committee. Where necessary, a preliminary feasibility study on technical aspects relating to the activities to develop will be conducted.</p> | Both | LWF UNHCR FAO WFP CARE | Medium (3 months) |
| 5 | <p>In order to reduce constraints linked to access to land whilst supporting livestock production, the following should be considered:</p> <ol style="list-style-type: none"> i) Advocate towards local authorities to identify and use grazing-corridors and lots that can be used by refugees owning livestock. ii) Endorse livestock projects around the camps for which land would be granted. iii) Conduct feasibility and environmental impact studies over the scaling up of livestock activities in and around the camp iv) Install fenced areas dedicated to fodder production as a first step to strengthen livestock production. v) Put in place solidarity network other project modalities in order to progressively increase the number of goats per refugees' household. vi) Provide veterinary supplies and ensure that a supply chain of veterinary supplies is established vii) Identify a number of community animal health workers (CAHWs) who could be trained by Djiboutian veterinaries. viii) Should livestock production improve, the market of manure could also be explored. ix) Ensure adequate supervision and monitoring of activities once these are started. | Both | UNHCR FAO LWF WFP CARE | Immediate |
| 6 | <p>Agriculture and forestation:</p> <ol style="list-style-type: none"> i) Conduct a feasibility study prior to the installation of wood-lots and the roll out of agriculture alongside riverbeds ii) Assess water sources distribution and evaluate where woodlots, gardens, fodder perimeters and corridors can be located; | Both ²⁰ | UNHCR FAO LWF WFP CARE | Immediate |

²⁰ Open-field agriculture to be implemented only in Holl Holl, unless differently indicated by feasibility studies.

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|-----------------------------|--|--------------|------------------------------------|-------------------|
| | <ul style="list-style-type: none"> iii) Identify techniques and tools to be applied and distributed through comprehensive kits (explore the opportunity to use tree species adapted to both fodder and fire wood purposes). iv) Sensitize population of refugees; v) Select beneficiaries; vi) Organize trainings to be conducted in consultation with refugees; vii) Procure and provide kits with inputs required. viii) Conduct periodical supervision to ensure that best practices are observed and that the sustainable use of natural resources in order to prevent tensions with local communities. ix) Ensure adequate supervision and monitoring of activities once these are started. x) Provide adequate feedback to refugees. | | | |
| 7 | Endorse and sponsor open-land agriculture following micro-credit schemes. | Holl Holl | UNHCR | Medium (3 months) |
| 8 | <p>Gardening (off-ground and kitchen garden next to shelters):</p> <ul style="list-style-type: none"> i) Assess water sources distribution and evaluate farming within gardens can be implemented; ii) Define technical and logistic aspects (e.g. creation of farmers' associations, solidarity network for goats' distribution, etc.); iii) Identify techniques and tools to be applied and distributed through comprehensive kits. iv) Sensitize population of refugees; v) Select beneficiaries; vi) Organize trainings to be conducted in consultation with refugees; vii) Procure and provide kits with inputs required. viii) Ensure that adequate technical assistance and monitoring through periodical visits to farmers and herders are enforced by each organization, UNHCR and ONARS. A calendar of visits must be discussed and produced. ix) Enhance the coordination and partnership between the implemented partners x) Provide adequate feedback to refugees. | Both | UNHCR FAO LWF WFP CARE | Immediate |
| 9 | Water delivery services: Include water delivery services through donkeys in the micro-credit scheme. | Ali Addeh | UNHCR CARE LWF | Medium (3 months) |
| 10 | <p>Soap-making:</p> <ul style="list-style-type: none"> i) Identify beneficiaries for trainings and implementation ii) Conduct trainings iii) Ensure regular import and distribution of materials and additives used for soap-making iv) Include soap-making in the micro-credit scheme Explore the opportunity to internally procure soap-products complementing the rations purchased for monthly distributions to refugees. | Both | UNHCR CARE LWF | Medium (4 months) |
| 11 | <p>Petty trade, knitting:</p> <ul style="list-style-type: none"> i) Identify beneficiaries ii) Institute a microcredit scheme (including revolving-funds with limited and frequent repayment instalments) iii) Conduct regular supervision of activities | | UNHCR CARE LWF WFP FAO | Medium (4 months) |
| 12 | <p>Masonry, carpentry, mechanics:</p> <ul style="list-style-type: none"> i) Identify skills available among refugees and select beneficiaries ii) Organize trainings iii) Utilize skilled and trained refugees for the construction of new buildings (community facilities, housing, latrines, etc.) within the camp of Holl Holl, and create a garage for the repairing of vehicles. | Holl Holl | UNHCR CARE LWF | Immediate |
| Vocational Trainings | | | | |
| 13 | Conduct a mapping exercise of technical knowledge and skills available among refugees and involve knowledgeable refugees in the conception and | Both | UNHCR LWF | Immediate |

| | | | | |
|----|--|------|--|-------------------|
| | rolling-out of trainings, as well as in the management of income generating activities. | | | |
| 14 | Conduct the following trainings requested by refugees: i) Soap-making ii) Technical trainings (electrician, plumber, mason, etc.) iii) Farming/gardening iv) Animal husbandry v) Literacy classes vi) Psychological preparation to resettlement or repatriation. | Both | UNHCR LWF CARE WFP FAO APEF | Medium (4 months) |

5. Protection

| No | Recommendation | Camp | Responsible Agency | Timeline |
|----|---|--------------|---|------------------------------------|
| 1 | Assess if measures restricting the freedom of movement of refugees are necessary and proportionate, and advocate towards host country authorities in order to reconcile legitimate national security concerns and refugees' rights for freedom of movement. Set up mechanisms facilitating movements of refugees in and out the camps. | Ali Addeh | UNHCR ONARS APEF Other national partners | Immediate/ Medium (6-12 months) |
| 2 | Advocate towards local authorities for avoiding the extension to restrictions on refugees' movements in Holl Holl camp, given their high dependence on remittances and commercial exchanges with Djibouti town. | Holl Holl | UNHCR ONARS APEF | Immediate |
| 3 | Appoint staff responsible for the instruction and release of Laissez Passer, and make sure that the system is in place and provides LPs to refugees who are entitled to leave the camp | Ali Addeh | UNHCR ONARS | Immediate |
| 4 | Identify people living in the camp without documents and ensure their access to food assistance and other community services (health, education, facilities, etc.). | Both | UNHCR | Medium term (3 months) |
| 5 | Support the local authority in Ali-Addeh in the process of issuance of birth certificates for refugee children born in the camp, and provide computer equipment to the Sous-prefect of Ali-Addeh could be considered favourably. | Ali Addeh | UNHCR | Medium (3 months) |
| 6 | Conduct sensitization campaigns to inform refugees on the protection, security and SGBV related risks associated with firewood collection expeditions and identify alternatives with the communities. | Both | UNHCR | Immediate |
| 7 | Improve lighting in the camp in order to enhance security and create conditions that can contribute to refugees' aspirations to achieve self-reliance. | Both | UNHCR | Medium (4 months) |
| 8 | Draft a strategy in order to mobilise the necessary resources and respond to the specific needs of refugees with disabilities in the camps. Among others, the following specific measures should be put in place to enhance adequate living conditions for the disabled and most vulnerable households: i) Assess specific needs and provide access to trainings, micro-credit and income generating activities suitable for specific constraints faced by these refugees. ii) Identification of food ration distribution grounds which can be reached by trucks in order to help reduce the average distance from houses; this activity should be conducted in a different date from the main distribution. iii) Identification of specific needs such as access to water; for new arrivals with handicaps or vulnerable, try to place their shelter close to water sources and basic services facilities. | Both | UNHCR WFP ONARS APEF | Medium (3 months) |
| 9 | Girls leaving the camp to Djibouti need to be followed in Djibouti because of their potential vulnerabilities in regard of child labour, protection and sexual abuses. A pilot cohort of girls in Djibouti should be selected for a follow-up by APEF to determine work options and protection risks | Both | UNHCR APEF | Longterm |
| 10 | Find measures to provide additional support to refugees who reached the camps over the last 30 to 60 days. These measures include: i) Counselling services; ii) A comprehensive presentation of the camp structure, including available services, opportunities, trainings, income generating activities; iii) Language classes for non-Somalis; | Ali Addeh | UNHCR CARE APEF | Immediate (January 2014) |

| | | | | |
|--|---|--|--|--|
| | iv) Trainings on the use of kerosene and stovetops to new arrivals, including clear information sharing on bans of wood cutting; v) Committees for integration of children in schools. | | | |
|--|---|--|--|--|

| No | Recommendation | Camp | Responsible Agency | Timeline |
|------------------|---|--------------|-----------------------|-------------------|
| Logistics | | | | |
| 1 | Ensure that the delivery calendar is regularly respected and ONARS to use its maximum transport capacity to avoid transport delays. | Both | WFP ONARS UNHCR | Immediate |
| | Establish a chronogram (6 months) which includes all the distribution process: Delivery of the master list, allocation of food, delivery of food and distribution to beneficiaries | Both | WFP ONARS UNHCR | Immediate |
| 2 | Execute distributions in a timely (as per the chronogram) and consistent manner. The distribution modalities have to take into account the vulnerability of the PSN. Regarding NFIs: UNHCR has ordered some NFIs from Dubai Stockpile for 2014, but can only order additional NFI based on funding availability. Kerosene was ordered for 4 months in 2014 and its delivery will start January 2014 The soap will also be distributed from January general distribution. | Both | WFP ONARS UNHCR | Immediate |
| 3 | Ensure that preliminary studies and approvals over Food for Work project to rehabilitate Ali Sabieh- Ali Addeh road are finalized and approach the Chinese Company that has built the new road to Holl Holl or any other Agencies or companies for their assistance to repair all the roads in bad conditions. | Ali Addeh | WFP GoD | Medium (3 months) |
| 4 | Provide a certain number of the wheel barrows for the stores, make them available for refugees during Food Distribution and keep them back for next distributions. | Both | UNHCR WFP ONARS | Immediate |
| 5 | Build shades for the distribution areas. and APEF/UNHCR through Community Services, to | Ali Addeh | UNHCR WFP ONARS | Immediate |
| 6 | Provide protection materials (gloves and masks) for the distribution team | Both | ONARS | Immediate |
| 7 | Procure the Fire extinguishers, weighting scales and cleaning items. | Both | WFP | Immediate |
| 8 | Sensitize refugees on the best practices for food storage with hygiene issues highlighted. The containers with a commercial value should be given for tender and monetized to support livelihood activities, others given to refugees to be used, others disposed following standards. | Ali Addeh | UNHCR APEF | Medium (3 months) |
| 9 | Conduct regular Food Distribution Monitoring and review the complaint register to ensure the distribution system is fair and standardized. | Holl Holl | ONARS WFP UNHCR | Immediate |
| 10 | WFP to make sure the quality of WSB+ and all commodities is acceptable, with fumigation and pest control done. | Holl Holl | WFP | Immediate |
| 11 | Provide the necessary cement sacs to the military camp Commander for that road to be repaired. | Holl Holl | UNCHR | Medium (2 months) |
| 12 | Build the distribution centre of Holl Holl camp | Holl Holl | UNHCR WFP ONARS | Medium (6 months) |

ANNEX N.1 - Terms of Reference for 2013 JAM in Ali Addeh and Holl Holl refugee camps

A. Background

1. The Republic of Djibouti is a lower middle-income country with a population of 818,159²¹ living on a surface area of 23,200 square Km. Over 70% of its population lives in urban areas, and 58.1% in the city of Djibouti²². In 2012, the Republic of Djibouti was ranked 164th out of 187 countries in the UNDP human development index, with a GDP per capita adjusted with the Purchasing Power Parity of USD 2,350 (compared to almost USD 2 000 average for Sub-Saharan countries). Djibouti earns most of its GDP through its port and large foreign military presence strategically stationed for the fight against terrorism in the Horn of Africa and the Middle East, it is still not sufficient to balance soaring rates of poverty, unemployment and food insecurity. The climate is typically hot and dry, and the vast majority of the country experiences less than 150mm annual rainfall. Such low precipitation increases the exposure to drought related risks as well as the population's vulnerability to seasonal and chronic food insecurity. As a result, Djibouti remains largely dependent on foreign aid, especially to meet its food and nutritional requirements. Due to the extreme weather conditions, the country imports 90% of its food requirements. But it is equally the most peaceful and strategically located in the Region.

Despite the harsh environment for the local population, over the last twenty years, Djibouti has experienced continuous influx of refugees from neighboring countries (mainly Somalia and Ethiopia) due to recurrent climatic constraints, conflicts and/or political unrests in these countries. Djibouti is now home to over 19,309 refugees living in the two camps of Ali Addeh and Holl-Holl, both located in the region of Ali Sabieh.

The Ali Addeh camp was established in 1991 for a population of 7000 refugees who fled South/Centre Somalia in 1990 -1991, as a result of the deterioration of the security situation in this country due to the civil war resulting from conflicts between the Transitional Federal Government and the Opposition. Over the last 20 years, refugees continued arriving in Ali Addeh. The continuous increase in new arrivals has stretched the existing capacity of the main camp in Ali Addeh leading to UNHCR opening a second camp in Holl-Holl to decongest the Ali Addeh camp.

There are currently about 18,167 beneficiaries now living in Ali Addeh and 1,142 in Holl-Holl. In addition, about 4,235 are living in Djibouti City though not in any established camp or settlement. It is expected that these figures will continue to increase as uncertainties still exist as to the stability of South Central Somalia.

Furthermore, Djibouti has been a safe passage for migrants and asylum seekers heading of the Arabian Peninsula across the Red Sea. The figure keeps increasing due to limited opportunities available in the HoA especially for the youth population mainly as a result of the persistent drought.

The camps are administered by the Government of Djibouti through the Office National d'Assistance aux Réfugiés et Sinistrés Organisation (ONARS). UNHCR is responsible for the protection and the coordination of humanitarian assistance programmes in the camps.

The camps are located in a semi-arid region prone to recurring drought and with very low economic viability. Temperatures and humidity reach as high as 45°C and 80% respectively. Rainfall is below the 150 mm registered in the country on average each year. As per today, no major security problems are to be signalled within the camps and surrounding areas, and the refugee population live in relative harmony with the small host communities.

The refugees in Ali Addeh and Holl-Holl camps are largely dependent upon food aid from international organisations. UNHCR and WFP, in collaboration with other bilateral donors, have been working together to ensure that the food security and related needs of the refugees are adequately addressed. In this respect, WFP, in

²¹ Estimation 2nd General census 2009 DISED

²² PDNA, 2011

partnership with other donors, provide the general ration to refugees in the camps. The local governmental agency ONARS, administers the distribution of food and non-food items to refugees, under the oversight of WFP and UNHCR.

A migrant population is also an important phenomenon in Djibouti; some of the migrants are using the camps as a transit point in Djibouti.

2. The last UNHCR/WFP joint assessment mission (JAM) was conducted in November 2009 in Ali Addeh camp and recommended the following actions:

2.1. Train and provide inputs for multi-storey and backyard gardens to enhance dietary diversity and encourage self-reliance of refugees starting in the second quarter of 2010; At least one demonstration site per section to be established with the participation of the refugee community

2.2. Rehabilitate the food distribution point at the camp with chutes, shade, standardised scooping materials, scales for verification of rations and sign postings beginning in the first quarter of 2010.

2.3. Maintain a monthly buffer stock of food rations for a minimum of 300 new arrivals per month.

2.4. Complement the general food basket with fresh fruit, vegetables and other nutritious foods to improve the nutritional status of 12,000 refugees. Supplements must be provided minimally on a quarterly basis beginning in the first quarter of 2010 through the end of 2011.

2.5. Mobilize funding to implement a food voucher system in order to improve dietary diversity of 5% of vulnerable groups and provide market support from 2010 to 2011; such action had to be underpinned by initiatives aimed at ensuring adequate infrastructure development. Vulnerable groups include: medically sick, female-headed households, households composed by 1 to 3 members representing approximately 5% of the total refugee population.

2.6. Implement income generating activities and micro-finance schemes linked to skill training and in-camp opportunities for at least for 500 households per year starting the first quarter of year 2010.

2.7. Facilitate the establishment of a specific committee overseeing gender equality in food distribution, in close participation with the refugee community beginning in the second quarter of 2010. The committee should be 50% female, and be restricted to section leaders so as to foster increased community leadership.

The 2013 JAM is intended to evaluate the level of accomplishment of the above items and to assess the food security situation and the livelihood in the camps, in order to develop a joint response plan of actions for the next 12 months. The assessment will be conducted by UNHCR and WFP country teams supported by experts from the regional offices.

3. The camps 'profile: Management and organization of the camps

3.1. Administrative Management

The Representatives of the Office National des Réfugiés et Sinistrés (ONARS) ensure the daily management of the camps.

The UNHCR presence in Ali Addeh and Holl-Holl Camps consists of one Field Officer, one Health Coordinator, one Water Engineer, one Associate Community Services Officer, one WASH Consultant, one Field Associate, two Community Services Assistants, one Field Assistant and three drivers.

3.2. UNHCR Partners

3.2.1. **ONARS** - the UNHCR government counterpart is in charge of security in the camps and general distribution of food items and non-food items respectively provided by WFP and UNHCR.

3.2.2. UNHCR Implementing Partners (IPs)

Lutheran World Federation (LWF) is in charge of ECDE (early childhood development) and primary education, livelihood promotion through micro credits for income generating activities, and skilled training

CARE Canada is in charge of the public health services including primary health care, nutrition, and reproductive health with integrated HIV/AIDS services, sanitation / latrine construction and vector control.

Association pour l'Epanouissement de la Famille (APEF) is in charge of Community Services including management of assistance and various activities in favor of groups with special needs / vulnerable, and provision of first assistance to the new arrivals,

Union des Femmes Djiboutiennes (UNFD) is responsible of prevention and response to all forms of sexual and gender-based violences,

Ministry of Environment is in charge of safe environment promotion through forestation, support to the use of fuel-saving stoves, awareness raising on environment issues, And waste management / disposal;.

3.2.3. Other Partner

CERD (Centre d'Etudes et de Recherches / Ministry of Water and Energy) for explorations of new water sources and constructions of boreholes and water supply network.

3.2.4. UNHCR's Operating Partners

WFP (World Food Program)

Food items provided by WFP are distributed to all refugees in the camp every month. The daily ration is 2,100 Kcal per person.

3.3. **Participation of Refugees in camp life**

Refugees participate in the camp life through various committees. Some also have the opportunity of being employed by one of the IPs according to their qualifications and skills. Most of them are trained according to the needs

Table No 2. Refugee committees

| S/n | Names of committees | Managed by | Incentives |
|-----|---|---------------------|------------|
| 1. | Refugee leaders | ONARS/UNHCR | No |
| 2. | Community Health Workers | CARE | Yes |
| 3. | Water management committee | CARE | No |
| 4. | Hygiene promoters | CARE | Yes |
| 5. | Nutrition promoters | CARE | Yes |
| 6. | School management committee | LWF | No |
| 7. | Credit committee (Livelihoods) | LWF | No |
| 8. | Peer educators / HIV | APEF | No |
| 9. | Peer educators / HIV /School | LWF | No |
| 10. | Food distribution management committee (not structured) | WFP/ONARS/UNHC R | No |

4. Program and activities carried out in the camps

4.1. Health and Nutrition

The camp health center provides preventive and curative primary care. The health center is comprised of a maternity ward, a laboratory room, a waiting hall, consultation rooms, a pharmacy and in-patient wards (just for observations).

Nutrition is a vital component for both curative and preventive human health. The nutrition center provides selective feeding services to malnourished children, pregnant and lactating women, and chronically ill persons. The community management of acute malnutrition is established.

4.2. WASH

The quantity of water available per refugee per day was maintained at 12 liters in 2011 despite the drought, while it stood at less than 10 liters in early 2010.

More than 1200 family latrines have been constructed by households themselves with the technical and material support from CARE.

4.3. Education

4.3.1. The (Early Childhood Development Education) enrollment stood at 456 (234 girls)

4.3.2. Primary education: The regular attendance is for 2104 (924 girls).

4.4. Livelihood

4.4.1. Grant/Revolving Fund

A grant / revolving fund project has been launched in 2012 and is currently managed by LWF. Interested refugees are registered with LWF using their registration cards. Registered persons are then requested to form groups of at least five although each individual will be doing his/her own activity independently. Selected beneficiaries are sensitized to integrate vulnerable in their respective group.

An Inter-agency credit (IAC) committee is in place to oversee and contribute in the design and strategic orientation of the micro finance activities. Its role is to witness the selection and disbursement of materials to groups or individuals.

A Credit Committee of active beneficiaries/refugees is formed to spearhead the management of the project. This comprises of the beneficiaries who participated in the first phase of the project and repaid their credit successfully. This committee is also actively involved in the selection of beneficiaries, discussion of their budgets and providing support to groups, as well as in the monitoring of activities funded by the project.

LWF put in place plans to build the capacity of the credit committees in order to participate actively to the growth of the project.

4.4.2. Tailoring skills training for women and youth is carried out by APEF. At the end the training, the groups of trained women are eligible for the grant/revolving fund. Most of them are enrolled in the uniform making activities for the camp primary school boys and girls.

4.4.3. Souvenir project managed by APEF

In the line with the income generation activities, a souvenir making project is technically supported by volunteers from JICA. About 150 refugee women are enrolled. Most of the visitors to the camp buy these items. However, the lack of the permanent market in Ali Addeh surrounding area /Ali Sabieh is a challenge.

4.5. Support to vulnerable

Extremely vulnerable refugees in the Camp are referred to various services for special assistance. Field and protection staff members in collaboration with IPs follow up on separated children to ensure they attend school.

APEF gives priorities to vulnerable groups when it comes to income-generating activities.

Other vulnerable groups such chronically ill persons are also eligible for selective feeding programme managed by CARE.

4.6. Environment

The Ministry of Environment manages a tree nursery in the camp.

Both UNHCR and Ministry of Environment support the use of fuel-saving stoves supplied not only to refugees but also to host communities' households in the camp surrounding areas.

5. Registration

All refugees are registered in the UNHCR Progress database. The last registration exercises took place in December 2011 and February 2011.

6. SGBV

- UNHCR and its partners in the camp promote the rights of women and girls, ensures that the gender perspective is mainstreamed in all programs and services and work towards the empowerment of women and the elimination of violence against them;
- All the camp based Stakeholders including Police and Local Authorities are fully involved in the prevention and response to sexual and gender-based violence (SGBV) through multi sectoral interventions and in coordinated manner. However, the relevant SOPs need to be reviewed.
- A functional SGBV counselling center managed by UNFD.

A. General framework of the UNHCR/WFP Joint Assessment Mission:

The ultimate **goal of the partnership** between UNHCR and WFP is to ensure that food security of the refugees and asylum seekers, as well as all additional needs necessary to ensure worthy life conditions are adequately addressed and met.

Specifically, UNHCR and WFP seek to contribute to:

- The restoration and maintenance of a sound nutritional status through adequate food assistance that meets internationally acceptable standards of assessed nutritional requirements; and
- The promotion of self-reliance among the refugees, through the implementation of appropriate programmes to develop livelihood activities for income generation, which facilitate a progressive shift of

the response from general food distribution towards more targeted assistance and sustainable development-oriented activities and create suitable conditions for durable solutions.

B. The objectives of this JAM are to:

- Document the food security and nutritional situation of refugees;
- Review the effectiveness and appropriateness of on-going food security and nutrition-related interventions including access to drinkable water and basic services (e/g/ health and education);
- Identify effective food security, nutrition and livelihood interventions and project modalities to protect and ensure the food security and nutritional status of refugees;
- Identify timing, location and duration for identified interventions; and
- Assemble data to enable UNHCR and WFP Country Offices (COs) to develop a Joint Plan of Action (JPA).

ANNEX N.2 - Secondary data reviewed document

1. Rural Emergency Food Security Assessment (EFSA), WFP May 2013
2. Food Security and Markets report for Ali Addeh and Holl Holl - Ali Sabieh Region of Djibouti in Refugees and Host Community (Pre-JAM report), WFP, November 2013
3. Nutrition Survey in Ali Addeh Camp, UNHCR, November 2013
4. Post-distribution Monitoring reports (ALi Addeh, Holl Holl), WFP 2013
5. JAM 2009 report
6. Community Service Reports, CARE/UNHCR, October 2013
7. Protracted Relief and Recovery Operations 200293 Djibouti, WFP 2011-2014
8. Population statistics for Refugees, December 2013