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PROTRACTED RELIEF AND RECOVERY OPERATIONS – ETHIOPIA 200365

Food Assistance for Somali, Eritrean and Sudanese Refugees

Number of beneficiaries	496,400
Duration of project	36 months (1 April 2012–31 March 2015)
WFP food tonnage	358,158 mt
Cost (United States dollars)	
WFP food cost	173,204,411
Total cost to WFP	304,278,984

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal point indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

Ethiopia has been hosting refugees from neighbouring countries for three decades. Civil conflict and drought-induced famine remain the principal factors that drive refugees into Ethiopia. Over the past three years the number of refugees needing food assistance has increased threefold, to 420,000, and influxes of refugees are expected to continue. Most of the refugees are from Somalia, but there are also large numbers of Sudanese and Eritreans.

This protracted relief and recovery operation continues WFP food assistance to meet the basic nutrition requirements of camp-based refugees. Its design is based on joint surveys and evaluation work, carried out in 2010 and 2011 by WFP, the Office of the United Nations High Commissioner for Refugees and the Government of Ethiopia – through the Administration for Refugee and Returnee Affairs – and *Médecins sans frontières*.

A 2010 joint assessment reported a global acute malnutrition rate of less than 10 percent in most refugee camps, but a 2011 joint nutrition survey among Somali refugees in camps in the Dolo area reported global acute malnutrition rates of nearly 50 percent and severe acute malnutrition rates of 18 percent. The impact evaluation and the joint assessment mission acknowledge that refugees' limited potential to achieve self-reliance leaves them mainly dependent on humanitarian assistance.

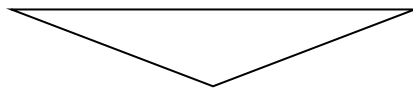
WFP will continue to support refugees through general food distributions, supplementary feeding and school feeding. Blanket supplementary feeding will be introduced where global acute malnutrition rates exceed 15 percent. A small non-food intervention will support income-generating activities and environmental rehabilitation in refugee-affected areas, as recommended by both the evaluation and the joint assessment. In consultation with the Office of the United Nations High Commissioner for Refugees and the Administration for Refugee and Returnee Affairs – the main cooperating partners in all refugee camps – WFP has extended its partnerships with non-governmental organizations, which now play a crucial role in implementing supplementary feeding and school feeding.

This operation is consistent with the plans and strategies of the United Nations and the Government. The activities are aligned with WFP Strategic Objectives 1 and 3,¹ and contribute to the achievement of Millennium Development Goals 1, 2, 3, 4, 5 and 7.²

¹ Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 3 – Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

² Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 2 – Achieve universal primary education; 3 – Promote gender equality and empower women; 4 – Reduce child mortality; 5 – Improve maternal health; 7 – Ensure environmental sustainability.

DRAFT DECISION*



The Board approves the proposed protracted relief and recovery operation Ethiopia 200365 “Food Assistance for Somali, Eritrean and Sudanese Refugees” (WFP/EB.1/2012/8/3).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

SITUATION ANALYSIS AND SCENARIO

Context

1. Despite its relatively low level of development and chronic food insecurity, for three decades Ethiopia has been hosting substantial populations of refugees from neighbouring countries. Refugee numbers fluctuate, with many people moving back and forth, depending on the security conditions in their home countries.
2. The number of refugees requiring WFP food assistance has increased more than threefold in three years, to exceed 400,000 by early 2012; the highest increase was in 2011. By November 2011 five camps had been established in the Dolo area of southeastern Ethiopia to host 140,000 new refugees from south-central Somalia.
3. The main causes of large influxes are the civil conflict in Somalia and drought-induced famine in south-central Somalia. Two thirds of the registered refugees in Ethiopia are Somalis, including earlier arrivals hosted in the Jijiga area. Large numbers of refugees have continued to arrive from Eritrea, and the many unaccompanied minors are a concern. Conflict between the Sudanese Army and the Sudan People's Liberation Movement-North³ in Blue Nile and South Kordofan states caused an influx of nearly 25,000 refugees into Ethiopia in October 2011.
4. Refugee camps provide basic social services, including health and education. During the 2010/11 school year, school feeding was implemented in six camps, benefiting 10,000 refugee children.
5. The 2010 joint assessment mission (JAM)⁴ identified the use of wood for cooking and the lack of alternative energy sources as the critical issues facing refugees and host communities. Environmental degradation is evident around refugee camps, and is increasing more rapidly than the reforestation and rehabilitation activities in some camps. Fuelwood collection is an important source of fuel and income for refugees and the host community, but is also a source of tension.

Food Security and Nutrition

6. Despite a growing economy, food insecurity is still severe in Ethiopia, mainly owing to the small size of farm plots, combined with dependence on rainfed agriculture with only limited irrigation, poor soil fertility, and limited use of farm inputs or machinery. Nearly 8 million people are chronically food-insecure, and 4.5 million required emergency food assistance in 2011.⁵
7. Although Ethiopia provides asylum and protection, refugees have restricted access to farmland, wage employment and other income-earning opportunities outside the camps. Most refugees use their small backyard gardens in the camps for growing vegetables and small quantities of cereals; this gardening is encouraged, even though it contributes little to

³ Not to be confused with the Sudan People's Liberation Movement, the Sudan People's Liberation Movement-North is a banned political party in the Sudan. In Blue Nile and South Kordofan, its armed branch, the Southern People's Liberation Army North, is engaged in insurgency against the Government of the Republic of Sudan.

⁴ WFP/UNHCR/ARRA. Joint Assessment Mission. March 2011. Addis Ababa.

⁵ Government of Ethiopia. Humanitarian Requirements – 2011. Joint Government and Humanitarian Partners' Document, July 2011. Addis Ababa.

food security because water and irrigation are scarce.⁶ Generally, refugees have very little potential for meeting even some of their basic food needs through own production.

8. While global acute malnutrition (GAM) rates have remained less than 10 percent⁷ in most refugee camps, they have been far higher in the newer camps in the Dolo area. The joint health and nutrition survey of March/April 2011 in Bokolmanyo and Malkadida refugee camps reported a GAM rate of about 33 percent and a severe acute malnutrition (SAM) rate of more than 11 percent.⁸ A nutrition survey conducted in Kobe and Hilaweyn camps in October/November 2011 indicated GAM rates near 50 percent and SAM rates of 18 percent.⁹ The main causes of very high GAM rates have been refugees' poor health and nutrition conditions prior to their arrival at the camps, and illnesses while in the camps.
9. Investments in education have remained low in refugee camps. The 2010 JAM recommended expanding school feeding to increase access and reduce gender disparities; school feeding gives refugee children an incentive to attend school.

Scenario

10. Owing to the continued civil conflict in Somalia, the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Government foresee a continued influx of refugees into the Dolo area. Eritrean refugee numbers are also projected to increase owing to generally deteriorating socio-economic conditions in Eritrea. It was hoped that following independence of the Republic of South Sudan in July 2011, most Sudanese refugees in western Ethiopia would gradually return to their homeland. However, the recent conflict in Blue Nile and South Kordofan states appears to preclude substantial returns to the Sudan for the time being. The overall number of refugees is expected to increase to 496,400 by 2015.¹⁰

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Government

11. The relationship between the Government's Administration for Refugee and Returnee Affairs (ARRA) and WFP is governed by local agreements.
12. In 2010, a modified out-of-camp policy was issued,¹¹ allowing refugees to live anywhere in Ethiopia as long as they can support themselves financially through relatives or friends. The main beneficiaries of this policy are Eritrean refugees, as other nationalities had already been allowed to live out of camps.

⁶ JAM 2010.

⁷ GAM measured by weight-for-height Z-score. Report of Joint UNHCR, WFP, ARRA 2010 Nutrition Survey. Addis Ababa.

⁸ Report of Joint UNHCR, WFP, ARRA and MSF-Spain Health and Nutrition Survey, 22 March–2 April 2011. Addis Ababa.

⁹ UNHCR/ARRA/WFP/UNICEF/GOAL. Health and Nutrition Survey Report Kobe and Hilaweyn Camps, Dolo Ado Woreda, Somali regional State of Ethiopia, December 2011.

¹⁰ Based on a 3 percent natural population increase and anticipated new arrivals (WFP/UNHCR/ARRA internal communication).

¹¹ *ARRA Update*, Vol. IV, no. XVI, pp. 2–5, July–September 2010. Addis Ababa.

Other Actors

13. UNHCR and WFP in Ethiopia work under a global Memorandum of Understanding. Non-governmental organization (NGO) support to United Nations agencies and the Government has increased since the influx of very malnourished Somali refugees into the Dolo camps in 2011. The Government allows NGOs to carry out blanket and targeted supplementary feeding in all the Dolo camps. The main NGO partners for nutrition interventions are Save the Children United States (SC-US), the International Medical Corps (IMC), *Action contre la faim* (ACF) and GOAL. The main NGO partners for school feeding interventions are SC-US, World Vision International (WVI) and the International Rescue Committee (IRC).

Coordination

14. Coordination of assistance to refugees is the primary responsibility of ARRA. UNHCR, ARRA, WFP and their main NGO partners hold weekly meetings to coordinate general camp management, nutrition, health, HIV and food pipeline issues. Sectoral meetings are held on nutrition, education and livelihood/environment issues. Refugee issues are also discussed at the humanitarian country team meetings attended by donors, United Nations agencies and NGOs.

OBJECTIVES OF WFP ASSISTANCE

15. The overall objective of protracted relief and recovery operation (PRRO) 200365 is to meet the basic nutrition needs of refugees. It contributes to achievement of Millennium Development Goals (MDGs) 1, 2, 3, 4, 5 and 7. The specific objectives are to:
- enable refugees to meet minimum levels of food security (Strategic Objective 1);
 - treat and reduce acute malnutrition in children, pregnant and lactating women (PLW) and other vulnerable refugees with special nutrition needs (Strategic Objective 1);
 - stabilize school enrolment of refugee girls and boys in WFP-assisted schools (Strategic Objective 3); and
 - increase livelihood opportunities in fragile transition situations for refugees and host communities (Strategic Objective 3).

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

16. WFP has been providing food assistance to refugees and returnees in Ethiopia since the 1980s. This has focused on general, supplementary and school feeding rations. PRRO 101273 (January 2009–March 2012) included a small non-food intervention to support income-generating activities related to environmental rehabilitation in refugee-affected areas, complementing partners' resources.
17. Large-scale influxes of refugees from Somalia necessitated several revisions to PRRO 101273, increasing the number of refugees receiving food assistance from 130,000 to 420,000, and enabling WFP to strengthen its nutrition interventions in the Dolo camps.

18. WFP will continue to support refugees through PRRO 200365, based on lessons learned under PRRO 101273 and recommendations made by the joint impact evaluation,¹² which included developing a livelihood/environment strategy for local durable solutions for refugees, considering alternative food assistance modalities, and developing greater synergies among WFP programme activities.

Strategy Outline

⇒ *Relief*

19. All camp-based refugees will receive general food distributions (GFDs), complemented with supplementary feeding for targeted vulnerable groups. Moderately malnourished children aged 6–59 months will receive take-home rations of a ready-to-use supplementary food (RUSF). Medical cases and PLW referred by a doctor, and other malnourished individuals such as older people and people with disabilities, will receive premixed supplementary rations. In camps where GAM exceeds 15 percent, blanket supplementary feeding with fortified blended food will be introduced for all children aged 6–59 months.
20. Nutrition support to treat moderately malnourished children and PLW will be provided through the targeted supplementary feeding programme in all camps, implemented by ARRA and other partners.
21. UNHCR and its NGO partners operate therapeutic feeding centres in camps, providing therapeutic milk and Plumpy'nut[®] to severely malnourished children through community-based programmes.

⇒ *Early recovery*

22. All children enrolled in refugee primary schools will receive a hot mid-morning or mid-afternoon snack. More than 14 camps are expected to be covered by school feeding, increasing the beneficiaries to 69,500 pupils in partnership with UNHCR, the United Nations Children's Fund and NGOs. WFP is striving to expand school feeding to pre-school children in refugee camps where facilities and appropriate NGO partners are available. Partners' contributions will help improve the quality of education and school facilities, increasing the benefits to children.
23. Income-generating activities and environmental interventions for refugees and local communities aim to prevent conflict, with WFP providing financial and technical support to partners. These activities will include beekeeping, fruit trees and vegetable gardening. The main focus of environmental interventions will be conserving energy through the provision of fuel-saving stoves and the rehabilitation of degraded environments around camps for Eritrean refugees in northern Ethiopia and camps for Somali refugees in the Jijiga area. WFP and partners are planning suitable schemes, including alternative fuelwood sources and rehabilitation of the environment through the Safe Access to Firewood and Alternative Energy (SAFE) initiative.¹³
24. Partnerships for programme implementation will be strengthened, with WFP making agreements with NGOs through ARRA. WFP will cover costs related to training and the provision of farm tools, seeds, fuel-saving stoves and other inputs.

¹² Technical Assistance to NGOs (TANGO) International. The Contribution of Food Assistance to Durable Solutions in Protracted Refugee Solutions: Its Impact and Role, Ethiopia. A mixed-method impact evaluation, September 2011, commissioned by WFP and UNHCR (ref: OE/2011/026).

¹³ IASC/WFP/UNHCR. Safe Access to Firewood and Alternative Energy in Ethiopia. An Appraisal Report. 4–18 November 2010.

⇒ *Cross-cutting issues*

25. To improve both consumption patterns and infant feeding practices among the refugees, WFP will continue to support ARRA in employing refugee women as nutrition outreach workers (NOWs). NOWs will disseminate nutrition messages, follow up on feeding practices for newborn babies and infants, and advise households on utilization of food. WFP assessed the NOWs' activities in late 2010 and concluded that they are fulfilling a very useful function and their work should be extended and further supported in the camps.
26. WFP will conduct a pilot project with local milling and fortification of cereals for the GFD ration. This is expected to improve the food consumption and nutrition status of refugee populations.
27. WFP will endeavour to re-establish and enhance sensitization on HIV and other health-related issues for all stakeholders, including humanitarian personnel and transport workers.
28. WFP activities in line with its gender policy will include:
 - targeted supplementary feeding addressing the specific nutrition requirements of PLW;
 - efforts to ensure that women and men benefit from and participate equally in income-generating and environmental rehabilitation activities;
 - ensuring that women and men are equally involved in food distribution committees and other programme-related local bodies;
 - promoting women as the holders of food entitlements for GFDs; and
 - enhancing knowledge among refugee women and men through training on nutrition, infant feeding practices and food consumption habits.
29. WFP will address issues related to gender-based violence and the protection of refugees and host communities, in close collaboration with UNHCR and ARRA.
30. In partnership with ARRA, WFP will study the feasibility of cash or voucher transfers, to decide whether to implement these transfers on a pilot basis in selected areas.

Hand-Over Strategy

31. Ethiopia remains a generous country of asylum, but the Government does not yet allow the integration of refugees. WFP and partners will assist refugees as long as the situations that forced them to flee their countries of origin have not been resolved. The intractable problems in neighbouring countries make durable solutions for Somali and Eritrean refugees uncertain. Repatriation of Sudanese refugees could be foreseen during the PRRO period, if refugees perceive that conditions are peaceful enough for them to return home.
32. Most of the refugees are expected to remain in Ethiopia and will continue to depend on food assistance for some time. Programme activities promoting income generation and supplementation of the food basket through backyard gardening could help increase self-sufficiency.

BENEFICIARIES AND TARGETING

33. UNHCR and ARRA determine the status of refugees in Ethiopia, jointly registering beneficiaries as they arrive, and undertaking validation exercises to ascertain the numbers of refugees in the camps. All refugees registered by UNHCR and ARRA, except those who opt to reside in urban centres, receive monthly general rations from WFP.
34. The beneficiary planning figures for 2012–2015 (Table 1) are based on refugee projections provided by UNHCR and ARRA, which take into consideration natural population growth and anticipated new arrivals. WFP expects to assist a maximum of 496,400 refugees during this PRRO. Estimated numbers for nutrition interventions are based on the prevalence of GAM in children under 5 and demographic estimates of PLW.
35. Refugee populations in Ethiopia are currently 67 percent Somali, 21 percent Eritrean and 11 percent Sudanese, with the balance of 1 percent being Borena Kenyans and refugees from other countries.¹⁴ The majority of refugees are young, with 60 percent being under 18. Single-headed households account for about 50 percent of the total refugee population.

TABLE 1: BENEFICIARIES, BY ACTIVITY (2012–2015)*			
Activity	Men/boys	Women/girls	Total
GFD	**253 100	243 300	496 400
Targeted supplementary feeding (children 6–59 months)	7 300	6 900	14 200
Targeted supplementary feeding (PLW)	-	24 800	24 800
Blanket supplementary feeding (children 6–23 months)	12 600	12 200	24 800
School feeding	34 750	34 750	69 500
Livelihood activities***	20 000	30 000	50 000
TOTAL****	253 100	243 300	496 400

* Maximum beneficiary numbers during the three-year period. Food requirements calculated on the basis of monthly estimates.

** There are more men/boys than women/girls because most Eritrean refugees in Tigray region are single men.

*** Total beneficiaries within the three-year period.

**** Beneficiaries are counted only once to avoid double-counting of people reached by more than one activity.

¹⁴ UNHCR. Ethiopia Population of Concern. 31 August 2011. Addis Ababa.

NUTRITION CONSIDERATIONS AND RATIONS

36. As refugees have little or no access to farmland or income-earning opportunities, their potential for self-reliance is extremely limited and they rely mainly on the monthly food rations provided by WFP.
37. The current GFD food basket for refugees is composed of six items: cereals, pulses, fortified blended foods, vegetable oil, sugar, and salt. The ration is in line with WFP guidelines for energy, protein, essential fat and micronutrient contents.
38. Cereals are provided in the form of grains. WFP will continue to provide approximately 20 percent over minimum daily requirements for cereals, to compensate for the milling costs incurred by refugees.¹⁵ To provide micronutrient-fortified flour and reduce this compensation allocation, a pilot for providing locally milled and fortified flour will be initiated through local partners.

TABLE 2: FOOD RATIONS, BY ACTIVITY (g/person/day)

	General ration	Arrival/transit ration	Blanket supplementary feeding (6–23 months)	Targeted supplementary feeding (6–59 months)	Supplementary feeding (PLW)	School feeding
Cereals*	450	-	-	-	-	-
Supercereal	50	-	-	-	200	100
Pulses	50	-	-	-	-	-
Vegetable oil	30	-	-	-	25	-
Sugar	15	-	-	-	20	20
Salt (iodized)	5	-	-	-	-	-
High-energy biscuits	-	300	-	-	-	-
Supercereal Plus	-	-	200	-	-	-
RUSF (Plumpy'sup®)**	-	-	-	92	-	-
Nutributter®***	-	-	20	-	-	-
TOTAL	600	300	200	92	245	120
Total kcal/day	2 168	1 350	840	500	1 105	482
% kcal from protein	13.8	-	16	10.4	10.6	12.2
% kcal from fat	16.7	-	9	60.7	31.8	13.1
Number of feeding days per year	90–180	-	90–180	60–90	90–180	****220

* The cereal ration of 450 g is subject to an extra 20 percent to compensate for refugees' milling costs.

** Rations are for moderately malnourished children aged 6–59 months.

*** This lipid-based nutrient supplement (LNS) product is to be piloted in one or two camps. The ration for each child aged 6–23 months is 20 g/day. LNS is not included in the total gram and kilocalorie calculations.

**** School feeding is for 22 days/month for ten months.

¹⁵ The latest JAM report indicates that refugees use part of the food to pay for milling costs.

39. The RUSF Plumpy'sup® will be provided to targeted children aged 6–59 months.¹⁶ Premixed Supercereal, oil and sugar will be provided to PLW and other vulnerable groups. Supercereal Plus will be used in blanket supplementary feeding for preventing undernutrition in children aged 6–23 months in camps where GAM rates exceed 15 percent.
40. In line with WFP's focus on preventing undernutrition during the first 1,000 days from conception to age 2, and the Government's stunting initiative, this PRRO includes pilot efforts to prevent stunting and micronutrient deficiencies in the camps. In collaboration with ARRA and other partners, WFP will provide the LNS, Nutributter®, along with nutrition counselling on optimal feeding practices. Based on the results of the pilot, this may be expanded to additional children aged 6–23 months.
41. High-energy biscuits – 300 g/person/day – will be distributed at pre-registration or entry points or during transit to new refugees for a few days until they receive their first hot meals and are transferred to the transit centres.

TABLE 3: TOTAL FOOD REQUIREMENTS, BY ACTIVITY (mt)

	General feeding	Arrival/transit ration	Targeted supplementary feeding (6–59 months)	Targeted supplementary feeding (PLW and others)	Blanket supplementary feeding (6–23 months)	School feeding	Total
Cereals	266 316	-	-	-	-	-	266 316
Supercereal	24 659	-	-	4 932	-	41 228	33 818
Pulses	24 659	-	-	-	-	-	24 659
Vegetable oil	14 795	-	-	616	-	-	15 412
Sugar	7 398	-	-	493	-	846	8 736
Salt (iodized)	2 466	-	-	-	-	-	2 466
High-energy biscuits	-	120	-	-	-	-	120
Supercereal plus	-	-	-	-	4 932	-	4 932
RUSF (Plumpy'sup®*)	-	-	1 299	-	-	-	1 299
LNS (Nutributter®)	-	-	-	-	400	-	400
TOTAL	340 412	120	1 299	6 041	5 332	5 073	358 158

¹⁶ The treatment period of three months will be revised if shorter treatment periods are possible, based on the results of ongoing emergency relief operations.

IMPLEMENTATION ARRANGEMENTS

Participation

42. All camps have central refugee committees that provide a bridge between the refugees and ARRA, UNHCR, WFP and other partners. Food management/distribution committees at all camps have ten members that deal specifically with food-related issues. While men dominate the central refugee committees, women and men are equally represented on food management committees, which help ARRA organize and manage monthly food distributions by selecting crowd controllers and food scoopers from the refugee population, and performing other important tasks to ensure that food distributions are free from disturbances.

Partners

43. WFP's main cooperating partners for this PRRO are ARRA, UNHCR and NGOs. ARRA is responsible for camp security and management, receiving, storing and distributing WFP-supplied food in all camps. Following the large influx of Somali refugees into the Dolo camps in mid-2011, several other NGOs – including ACF, GOAL and IMC – have become new cooperating partners, primarily for blanket and targeted supplementary feeding programmes in the Dolo area.
44. ARRA health personnel run the supplementary feeding programmes, monitored by WFP and UNHCR staff in refugee camps except in the Dolo area. Community health assistants support the monitoring and referral of potentially malnourished children to feeding centres, for weighing and admission to appropriate programmes.
45. School feeding is implemented in cooperation with UNHCR and ARRA, except for in the Eritrean refugee camps – Shimelba and Mai-Aini – where IRC implements. In Dolo camps, WFP implements school meals for preschool and school-age children with ARRA, SC-US and WVI. This programme will be expanded to provide all preschool and school-age children in the camps with an opportunity to continue their education.

Capacities

46. WFP increased its capacity to manage food assistance in the Dolo camps by opening a field office in Dolo Ado in 2011, deploying international and national staff. WFP will expand its capacity in the Mekele sub-office to monitor the three refugee camps hosting Eritrean refugees, and will establish a field office in Shire – Inda Selassie, in western Tigray – to be closer to the Eritrean refugee camps. The field office in Asosa is being strengthened in response to the recent influx of Sudanese refugees. During this PRRO, WFP will expand its nutrition activities and develop capacities at the camp level.
47. WFP holds regular logistics training for ARRA and partner NGO storekeepers in the camps. The training aims to improve the management of warehouses where WFP food is stored, and the reporting system on food stocks, receipts and distributions in the refugee camps. WFP reviews the capacity of warehouses managed by ARRA or NGOs and provides additional warehouses, pallets and other equipment as required.
48. To enhance nutrition activities, WFP and ARRA will recruit NOWs from refugee communities, consulting community leaders and using defined capacity criteria for selection. NOWs are linked to existing health outreach systems in the camps, with supervision and monitoring by professional health workers and coordination with partners. Regular refresher training will strengthen the nutrition interventions' effectiveness.

Environmental Impact

49. WFP will work with UNHCR and ARRA to identify suitable NGOs for implementing activities related to income generation, environmental rehabilitation and alternative fuel sources, developing ideas suggested by the SAFE appraisal mission¹³ and NGOs. WFP will supply non-food items for environmental activities, including fuel-efficient stoves.
50. Tree planting will improve the availability of fuelwood and help to reduce soil erosion in areas affected by refugees. Greater efforts will be made to ensure synergy with the environmental rehabilitation plans of WFP's country programme 200253, in the Managing Environmental Resources to Enable Transitions to more Sustainable Livelihoods (MERET) component. The joint WFP/UNHCR impact evaluation recommended that MERET's best practices be replicated in the refugee-affected areas.

Logistics

51. WFP transports imported food from Djibouti port using long-haul private trucks to central WFP warehouses in Nazareth, Jijiga and Mekele. Different transport arrangements are made for locally purchased food, depending on the commodity type: WFP transports blended foods from suppliers' warehouses to central warehouses; while cereal and pulse suppliers make their own transport arrangements to deliver food to WFP central warehouses.
52. Food from the central warehouses is transported to extended delivery points (EDPs) – the refugee camps – using short-haul private trucks. Warehouses in the camps are managed by ARRA. Owing to poor road access to most camps during the rainy season, two months' food stocks are pre-positioned at camps, when resources allow.

Procurement

53. The refugee operation in Ethiopia receives mostly in-kind food contributions. When donors provide cash contributions, food items such as Supercereal and some pulses can be purchased locally, if prices are competitive. Where possible, purchases will be made through small farmers linked to WFP's Purchase for Progress initiative. Government-imposed restrictions on large-scale local purchases by humanitarian agencies may prevent local purchases of cereals.

PERFORMANCE MONITORING

54. The PRRO's progress will be monitored according to WFP's standard monitoring and evaluation guidelines and results-based management tools. Performance monitoring plans will be based on the PRRO's logical framework, summarized in Annex II. Implementation monitoring information will be provided in ARRA's monthly distribution and stock reports, which will be verified against camp-level monitoring reports by WFP sub-offices. Action-Based Monitoring (ABM)¹⁷ will gradually be implemented in all camps by the end of this PRRO.

¹⁷ ABM is the country office's custom-developed database for capturing and analysing implementation information. It is decentralized to sub-offices to enable quick response to field implementation issues and analysis of performance data.

55. Food dispatches from the main hubs to EDPs will be monitored through the Commodity Movement Processing and Analysis System (COMPAS), WFP's food-delivery tracking system. COMPAS is in operation at central warehouses and WFP sub-offices in Gambela, Jijiga and Mekele. Food dispatched from the central warehouses to the EDPs by private transporters is checked and verified by ARRA storekeepers on waybills. Data from waybills are entered at WFP sub-offices, which also monitor quantities of food dispatched from the central warehouses against quantities received at the EDPs. Any shortfalls or losses will be detected and immediately acted on.
56. WFP food monitors will regularly check the condition of warehouses at the EDPs and the monthly food distributions to beneficiaries. The country office proposes to recruit additional field staff to enhance monitoring capacity and enable wider and more intensive coverage.
57. UNHCR, ARRA and WFP will carry out nutrition surveys at least once a year in each camp, and more frequently when there are indications of deteriorating nutrition status. WFP and UNHCR will share some of the costs of nutrition surveys.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Contextual Risks

58. Drought in neighbouring countries could destabilize local agricultural production, threaten assets and livelihoods, increase acute food insecurity, and drive more refugees across the border into refugee camps in Ethiopia. Continuing insecurity in Somalia and the Sudan may also result in more refugee influxes.
59. The security situation is monitored closely in and around refugee camps, as they are located near borders, and in conflict areas with high risk of insecurity. The unresolved border issue with Eritrea may pose further risks to the operation. There is also a risk of increased tension from neighbouring Somalia and the Blue Nile and South Kordofan states of the Sudan. If the security situation deteriorates, access may be reduced, affecting logistics and monitoring activities.
60. To monitor developments affecting refugees, the country office shares information with WFP and UNHCR in neighbouring countries. WFP is engaged in regular contingency planning with UNHCR and ARRA. The country office is part of an inter-agency contingency planning group coordinated by the Office for the Coordination of Humanitarian Affairs; WFP has a specific contingency plan for use in case of a sudden large-scale influx of refugees, based on this inter-agency planning. If necessary, WFP will adjust this PRRO through a budget revision.

Programmatic Risks

61. Weak government capacity to implement food storage, distribution and reporting, in particular, may lead to inefficiencies. WFP is developing ARRA's capacity through training and increased partnerships with NGOs. WFP works through ABM and support to early warning systems at the local level, and at the regional and federal levels.
62. The success of WFP assistance also depends on partners' implementing capacity. Inadequate supplies of essential non-food items and water, and poor delivery of health services, would negatively affect the impact of food interventions and the overall nutrition status of refugees.

Institutional Risks

63. Underfunding of this refugee PRRO is a major risk, especially as the international media's attention for the 2011 Horn of Africa emergency wanes. Refugees in camps depend largely on food assistance from the international community, so inadequate or delayed distributions would have severe adverse effects on their nutrition and health status and survival. WFP and its partners, especially UNHCR, will work together on advocacy efforts to ensure that donors are aware of refugee requirements.

SECURITY CONSIDERATIONS

64. The refugee camps in Beneshangul Gumuz, Gambela and Tigray are in areas of United Nations security level 3 – moderate; the refugee camps in Somali region – Sherkole – are at security level 4 – substantial. The refugee camps in the west are located in remote areas with poor roads, inadequate medical facilities and frequent security incidents. Although high levels of insecurity persist in most of the Somali region of Ethiopia, the areas close to the refugee camps are not under immediate threat.
65. United Nations area security coordinators in Gambela, Jijiga and Mekele conduct regular security assessments and provide local security clearances. All WFP offices in Ethiopia are compliant with minimum operating security standards and minimum security and telecommunications standards. Offices are equipped with medical and trauma kits, and field vehicles are equipped with radios and first aid equipment. Satellite phones are available at offices in United Nations security level 3 areas. The United Nations Department of Safety and Security radio room in Addis Ababa provides 24-hour radio contact with field vehicles and field offices, as do WFP's radio rooms in Gambela and Jijiga. WFP's radio room at the country office provides radio contact during the day.
66. WFP field staff in Ethiopia have received radio communication and security awareness training. In areas where movement requires military escort, private transporters deliver WFP food only when such escort is provided.

ANNEX I-A

PROJECT COST BREAKDOWN			
Food¹	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	266 316	84 958 180	
Pulses	24 659	16 562 051	
Oil and fats	15 412	24 087 648	
Mixed and blended food	38 750	33 319 561	
Others	13 022	14 276 971	
Total food	358 158	173 204 411	
Subtotal food			173 204 411
External transport			34 769 449
Landside transport, storage and handling			54 233 530
Other direct operational costs			5 757 349
Direct support costs ² (see Annex I-B)			16 408 143
Total WFP direct costs			284 372 883
Indirect support costs (7.0 percent) ³			19 906 102
TOTAL WFP COSTS			304 278 984

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	6 291 015
Local staff – national officers	378 600
Local staff – general service	2 244 900
Local staff – temporary assistance	575 325
Local staff – overtime	33 036
Hazard pay and hardship allowance	731 412
International consultants	162 000
Local consultants	108 000
United Nations volunteers	165 000
Commercial consultancy services	20 000
Staff duty travel	2 357 055
Subtotal	13 066 343
Recurring expenses	
Rental of facility	36 000
Utilities	96 000
Office supplies and other consumables	72 000
Communications services	193 200
Equipment repair and maintenance	25 200
Vehicle running costs and maintenance	1 036 800
Office set-up and repairs	652 000
United Nations organization services	60 000
Subtotal	2 171 200
Equipment and capital costs	
Vehicle leasing	489 600
Communications equipment	207 000
Local security costs	474 000
Subtotal	1 170 600
TOTAL DIRECT SUPPORT COSTS	16 408 143

ANNEX II – LOGICAL FRAMEWORK

Result	Performance indicators	Risks and assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1.1 Improved food consumption over assistance period for refugee households. Specific objective: enable refugees to meet minimum levels of food security	<ul style="list-style-type: none"> ➤ % of households with acceptable food consumption score Target: 70%	Risk: International media's attention for the current emergency in the Horn of Africa decreases. Assumption: Government, United Nations and NGO partners continue their commitment to addressing food insecurity of refugee communities and populations.
Output 1.1.1 Food items of sufficient quantity and quality distributed to targeted women, men, girls and boys in refugee camps	<ul style="list-style-type: none"> ➤ Numbers of refugee women, men, girls and boys receiving food items, as % of planned Target: 100% <ul style="list-style-type: none"> ➤ Tonnage of food distributed, by type as % of planned Target: 100% <ul style="list-style-type: none"> ➤ Food delivered to all camps by the last day of the month preceding the food distribution Target: 100% for all camps and all planned months	Risks: Implementing partners and refugee communities have inadequate capacity to distribute emergency assistance on time. Security situation deteriorates in the areas surrounding refugee camps. Assumption: Donors and the international community are interested in funding the refugee PRRO adequately.
Output 1.1.2 Increased participation of women in food management/ distribution committees	<ul style="list-style-type: none"> ➤ % of women among members of food management/distribution committees Target: > 40%	Risks: Refugee women are not interested in, and/or are discouraged by men from, participating in food management committee. Gender-based violence such as domestic violence restrains women's participation in food management committees. Assumption: Refugee women have enough time to participate in committees.
Outcome 1.2 Acute malnutrition treated and reduced among refugee children under 5, PLW, and other vulnerable individuals	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 (weight-for-height), as % Target: < 15% GAM among children aged 6–59 months <ul style="list-style-type: none"> ➤ Recovery rate for malnourished children aged 6–59 months Target: > 75% of children recovered from moderate acute malnutrition	Assumptions: Partners provide adequate non-food assistance that contributes to improved malnutrition rates. Adequate and timely resources are available from donors. There are no major disease outbreaks in the camps. UNHCR complementary activities in health, nutrition, water and sanitation are properly funded.



ANNEX II – LOGICAL FRAMEWORK		
Result	Performance indicators	Risks and assumptions
<p>Output 1.2.1 Supplementary take-home rations of sufficient quantity and quality distributed to target groups</p>	<ul style="list-style-type: none"> ➤ Numbers of children under 5, PLW, and other vulnerable individuals receiving supplementary take-home rations, as % of planned Target: 100% ➤ Quantities of fortified foods, complementary foods and special nutritional products distributed, by type as % of planned Target: 100% 	<p>Risk: Roads to camps are properly maintained. Assumptions: Access to camps is not hampered by insecurity. Refugee numbers are verified periodically. Adequate and timely resources are provided by donors.</p>
<p>Output 1.2.2 Refugee women have enhanced knowledge of infant feeding practices, eating habits and nutrition</p>	<ul style="list-style-type: none"> ➤ Number of women receiving training and messages on infant feeding practices, eating habits and nutrition, as % of planned Target: 100% 	<p>Risks: Refugee NOWs have insufficient time to provide nutrition messages and training. Gender-based violence discourages women from attending training and awareness-raising sessions. Assumptions: Refugee women are interested in attending training and awareness-raising sessions. Sufficient NOWs are available in refugee communities.</p>
<p>Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations</p>		
<p>Outcome 3.1 Reduced stunting in targeted refugee children (relevant only for the pilot intervention using LNS)</p>	<ul style="list-style-type: none"> ➤ Prevalence of stunting among children under 2 (height-for-age), as % disaggregated by sex Target: < 44% of children under 2 with height-for-age below -2 Z-scores 	<p>Risk: Beneficiaries do not find special nutritional products acceptable. Assumptions: There are no major disease outbreaks in the camps. UNHCR and partners have sufficient resources to continue running health and feeding centres. Piloting of micronutrient powder reduces anaemia rates.</p>
<p>Output 3.1.1 Special nutritional products of sufficient quantity and quality provided to children under 2, and PLW</p>	<ul style="list-style-type: none"> ➤ Numbers of children under 2 and PLW receiving special nutritional products, as % of planned Target: 100% ➤ Quantities of special nutritional products distributed, by type as % of planned Target: 100% 	<p>Assumptions: Sufficient qualified partner staff run nutrition centres. Adequate and timely resources are provided by donors to offset fuel and food price increases.</p>
<p>Outcome 3.2 Stabilized enrolment for refugee girls and boys in WFP-assisted preschools and schools</p>	<ul style="list-style-type: none"> ➤ Average annual rate of change in numbers of girls and boys enrolled Target: 5% increase per year ➤ Retention rates among girls and boys Target: > 80% 	<p>Assumptions: Resources from UNHCR are sufficient and consistently available to support complementary activities and provision of non-food items to schools. Repatriation of refugees causes minimal disruption in schools and is contained by UNHCR.</p>

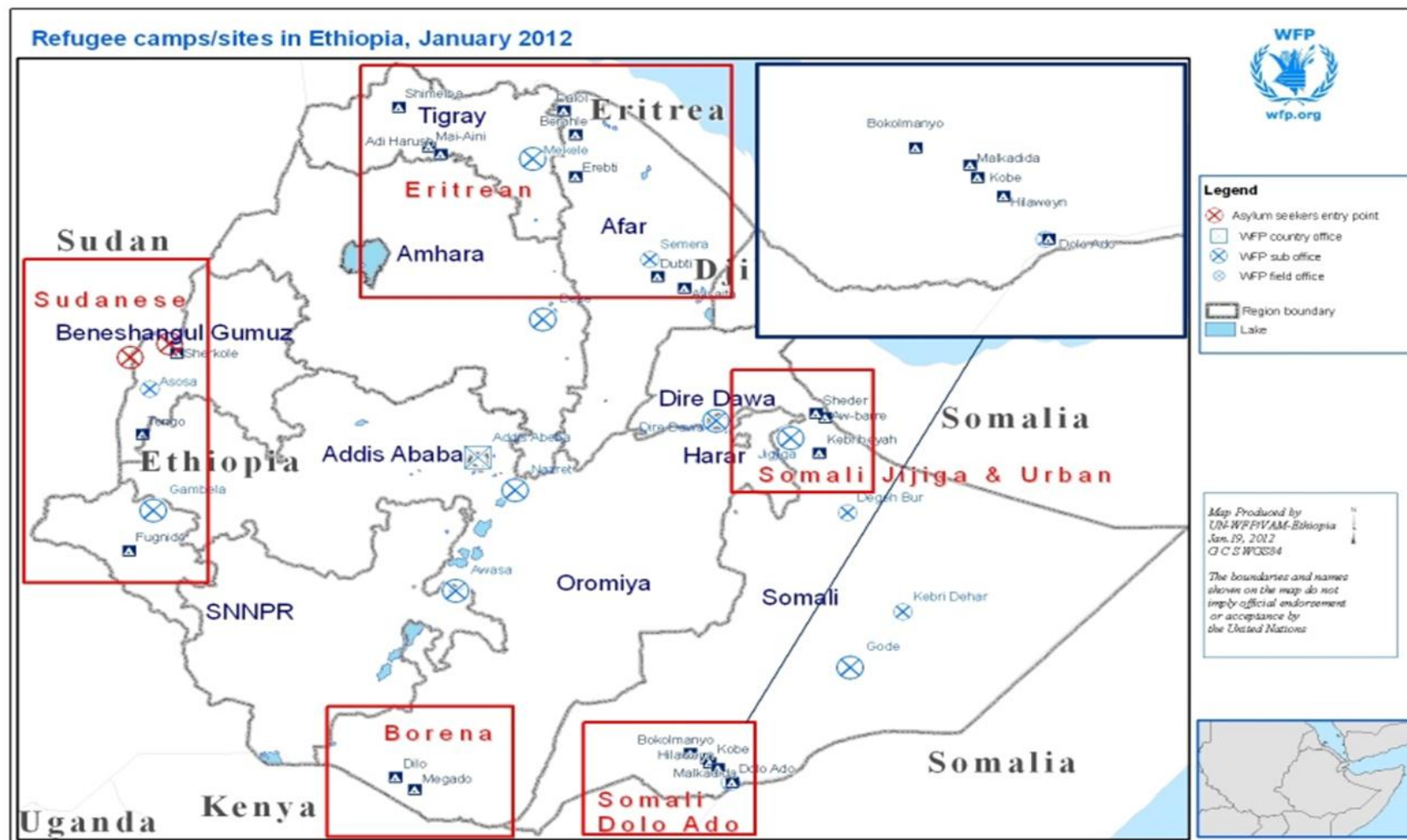


ANNEX II – LOGICAL FRAMEWORK

Result	Performance indicators	Risks and assumptions
<p>Output 3.2.1 Food of sufficient quantity and quality distributed to girls and boys enrolled in school</p>	<ul style="list-style-type: none"> ➤ Numbers of refugee girls and boys receiving school feeding rations, as % of planned Target: 100% ➤ Quantities of food distributed in schools, by type as % of planned Target: 100% ➤ Number of schools in the camps assisted by WFP, as % of planned Target: 100% 	<p>Assumptions: Non-food items required for preparation and serving are available in all schools in adequate quantities and appropriate conditions. Sufficient trained staff are available to ensure that food is prepared and served daily. Adequate water and fuel are available. Adequate and timely resources are provided by donors.</p>
<p>Outcome 3.3 Increased access to assets in fragile, transition situations for target communities</p>	<ul style="list-style-type: none"> ➤ Community asset score Target: To be established following baseline survey at the onset of the operation 	<p>Risk: Host communities hamper refugee communities' involvement in community asset-building activities. Assumption: Refugee communities and households become increasingly interested in community asset-building.</p>
<p>Output 3.3.1 Livelihood assets developed, built or restored by targeted refugee communities and individuals</p>	<ul style="list-style-type: none"> ➤ Numbers of refugee households participating in income-generating activities, by type of activity and sex of participant as % of planned Target: 100% ➤ Numbers of community assets created or restored by target refugee communities and individuals, by type as % of planned Target: 100% 	<p>Risk: The income-generating activity options in which refugee communities and households can participate are limited. Assumption: Donor funding is available to support income-generating activities and environmental rehabilitation interventions.</p>



MAP OF REFUGEE CAMPS AND SITES IN ETHIOPIA



ANNEX III

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



ACRONYMS USED IN THE DOCUMENT

ABM	Action-Based Monitoring
ACF	<i>Action contre la faim</i>
ARRA	Administration for Refugee and Returnee Affairs
COMPAS	Commodity Movement Processing and Analysis System
EDP	extended delivery point
GAM	global acute malnutrition
GFD	general food distribution
IMC	International Medical Corps
IRC	International Rescue Committee
JAM	joint assessment mission
LNS	lipid-based nutrient supplement
MERET	Managing Environmental Resources to Enable Transitions to more Sustainable Livelihoods
MSF	<i>Médecins sans frontières</i>
NGO	non-governmental organization
NOW	nutrition outreach worker
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
RUSF	ready-to-use supplementary food
SAFE	Safe Access to Firewood and Alternative Energy
SAM	severe acute malnutrition
SC-US	Save the Children United States
UNHCR	Office of the United Nations High Commission for Refugees
WVI	World Vision International