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PROTRACTED RELIEF AND RECOVERY OPERATION ETHIOPIA 10127.3

Food Assistance to Sudanese, Somali and Eritrean Refugees

Number of beneficiaries	130,271
Duration of project	36 months (1 January 2009–31 December 2011)
WFP food tonnage	98,622 mt
Cost (United States dollars)	
WFP food cost	41,587,555
Total cost to WFP	83,896,765

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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 points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

Protracted relief and recovery operation 10127.3 is designed to provide food assistance from 2009 to 2011 for refugees hosted in camps or communities in Ethiopia. It is based on the 2008 joint assessment mission, the 2008 nutrition mission, the 2007 nutrition survey, the 2008 WFP regional bureau mission, the 2008 evaluation of milling projects, and ongoing monitoring and evaluation.

Refugees will receive monthly general food rations, malnourished children and pregnant women will receive supplementary foods, and refugee children will benefit from on-site or take-home school feeding rations. Income-generating activities and environmental rehabilitation will be supported with technical assistance and non-food items to improve livelihood opportunities in selected camps.

The general ration will continue to supplement staple foods with fortified blended food to offset micronutrient deficiencies. The use of micronutrient powder will be explored to determine the potential for extending it to all camps. A 20 percent cereal top-up will be continued to offset milling costs and losses. These measures will further improve the nutritional status of refugees in Ethiopia.

The operation is in line with Strategic Objectives 1 and 4 of the WFP Strategic Plan (2008–2011). It will support joint outcomes agreed under the United Nations Development Assistance Framework for 2007–2011 with reference to Humanitarian Response, Recovery and Food Security, in particular “enhanced multi-sectoral response to displaced people, refugees and other vulnerable populations in emergencies”. Work related to HIV and AIDS, gender, environmental rehabilitation and nutrition are coordinated in a common framework agreed by partners.

DRAFT DECISION*

The Board approves the proposed PRRO Ethiopia 10127.3 “Food Assistance to Sudanese, Somali and Eritrean Refugees” (WFP/EB.2/2008/8-B/3).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations (document WFP/EB.2/2008/15) issued at the end of the session.



SITUATION ANALYSIS AND SCENARIOS

Context

1. Despite recent economic growth, Ethiopia ranks 169th of 177 countries in the 2007 United Nations Development Programme (UNDP) Human Development Index and 105th of 108 in the Human Poverty Index. The population was 79 million in 2005, projected to grow 2.5 percent annually for the following decade. In 2005, per capita gross domestic product (GDP) was estimated at US\$157, or US\$1,055 in terms of purchasing power parity; 77.8 percent of the population survive on less than US\$2 per day. Average life expectancy in 2005 was 51.8 years.¹
2. As of 2004, 78 percent of the population had no reliable access to clean water. In 2005, the national HIV rate among adults aged 15–49 was officially estimated at between 0.9 percent and 3.5 percent. The UNDP Gender Development Index ranks Ethiopia 149th of 157 countries. Adult literacy among women is 22.8 percent compared with 50 percent among men.¹
3. Ethiopia has been hosting a substantial population of refugees for 20 years. Numbers have fluctuated significantly because many people who repatriated when conditions improved returned to Ethiopia when conditions deteriorated.
4. As of June 2008, there were 82,000 refugees in Ethiopia – 27,000 Somalis, 26,000 Eritreans, 26,000 Sudanese and 3,000 Kenyans. Somali refugees live in Kebribeyah, Aw Barre/Teferiber and Sheder camps in the Somali region in the east; two of these camps were opened in 2007. Eritrean refugees in the north are housed in Shimelba and Mai Ani camps in the Tigray region and in Aceita town and Berhale camp in the Afar region. Following the closure of three camps in 2007–2008 as a result of repatriations, Sudanese refugees are now hosted in Fugnido and Sherkole camps in the Gambella and Beneshangul-Gumuz regions in the west; there is also a small flow of refugees from the Great Lakes and Darfur to these camps. A small caseload of Kenyans who fled ethnic violence in 2005–2006 now reside with host communities at Dillo and Megado in the Oromiya region in the south.

The Food Security and Nutrition Situation

5. Subsistence agriculture, the mainstay of the economy, contributed 47.3 percent of GDP in 2006² and employed 93 percent of the workforce.¹ Despite the Government's commitment to combating food insecurity, Ethiopia remains vulnerable to food crises because it depends on erratic rains; the situation is exacerbated by environmental degradation, limited agricultural inputs and mechanization, small landholdings and high population density in many rural areas. The grain market suffers from poor roads, inadequate quality control, high transport and transaction costs and low prices for farmers.
6. High fuel and food prices, particularly in 2008, had a considerable impact on food security. Fuel prices are heavily subsidized but they increased by 26 to 30 percent;³ prices of basic cereals increased by up to 300 percent⁴ between April 2007 and May 2008 and are

¹ UNDP. 2007. *Human Development Report 2007/2008*. New York.

² World Bank. 2007. *Ethiopia at a Glance*. Available at: http://devdata.worldbank.org/AAG/eth_aag.pdf.

³ WFP. 2008. *Impact of Food and Fuel Price Hikes*. Addis Ababa. Prices are in nominal terms.

⁴ WFP. 2008. *WFP Ethiopia Market Report for End of May 2008*. Addis Ababa.



expected to continue to rise. Measures to offset high prices, including the implementation by the Government of an urban price-stabilization programme in 2007, have not yet had the desired effect.

7. Average dietary energy consumption is 1,850 kcal/person/day;⁵ 46 percent of the population are undernourished,⁶ and about 10 percent are chronically food-insecure; significant numbers require emergency relief every year, often because of drought. A drought in 2008 quadrupled WFP's planned relief figures to 4.6 million people, including 750,000 children requiring targeted supplementary food and 75,000 children requiring treatment for severe acute malnutrition (SAM). WFP plans to assist 8.7 million people in 2008 under existing operations.⁷
8. Refugees have always found asylum and protection in Ethiopia. Access to farmland, however, is highly restricted: most people only have access to gardens to grow small quantities of rain-fed vegetables and cereals.⁸ This contributes little to food security. Refugees cannot seek employment outside the camps, but an "out-of-camp" policy initiated by the Government has encouraged a small number to move to towns.⁹
9. Refugees' coping mechanisms include: i) selling part of the general ration; ii) selling firewood or charcoal to purchase complementary food and non-food items (NFIs);¹⁰ iii) cultivating crops or rearing livestock; iv) labour, including child labour; v) remittances from abroad; vi) fishing, hunting or illegal farming outside the camps; and vii) private business in the camps. But none of these is sufficient to cover food gaps, particularly during the dry season.¹¹ Competition for natural resources often results in tensions between refugees and host communities.¹²
10. The nutrition status of refugees, on the basis of the 2007 Nutrition Survey¹³ and the 2008 joint assessment mission (JAM),¹² is as follows: i) global acute malnutrition (GAM) was 10 percent in Shimelba, Kebribeyah and Aw Barre/Teferiber, between 5 percent and 10 percent in Sherkole and Fugnido, and less than 5 percent in Bonga, which is now closed; ii) SAM was 1.6 percent in Aw Barre/Teferiber, just over 1 percent in Sherkole, Shimelba and Kebribeyah, and less than 1 percent in Fugnido and Bonga.
11. The nutritional situation in the camps has improved, but it remains poor because of inadequate provision of NFIs – in some cases people have to sell rations to buy them – insufficient drinking water, chronic malaria and poor health and nutrition practices and services. The situation is exacerbated by high food prices, which limit refugees' access to

⁵ Food and Agriculture Organization of the United Nations (FAO). 2005. *Food Consumption and Nutrients*. Available at: www.fao.org/faostat/foodsecurity/Files/FoodConsumptionNutrient_en.xls.

⁶ FAO. 2006. See www.fao.org/faostat/foodsecurity/Countries/EN/Ethiopia_e.pdf.

⁷ This includes the refugee beneficiaries and development operations.

⁸ Gardens are ideally about 80 m², but may actually be as little as 45 m².

⁹ Refugees who can support themselves, for example through relatives or sponsored education, are eligible for this; but it is illegal to seek employment.

¹⁰ NFIs include laundry soap, clothing and footwear. Refugees report that they sell rations to buy foods such as meat, dairy products, pasta and rice.

¹¹ The dry season is from February to May in the Eritrean camps and from October to March in the Somali camps. The food gap is the period between the consumption of one day's household rations and the next food distribution; it may be five to eight days, on the basis of findings of the last JAM. Negative coping mechanisms such as selling of food rations to buy NFIs increase the food gap.

¹² WFP, the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Administration for Refugee and Returnee Affairs (ARRA). 2008. *Joint Assessment Mission Report (2008)*. Addis Ababa.

¹³ WFP, UNHCR and ARRA. 2007. *Nutrition Survey: All Refugee Camps in Ethiopia*. Addis Ababa. The 2008 Nutrition Survey took place in mid-2008; the figures are being finalized.



complementary foods. Even in the Sudanese camps, where malnutrition rates are within “acceptable” limits, they are still high for a protracted but stable situation: above 5 percent, which is the UNHCR limit. Improvements are attributed to comprehensive supplementary programmes, the distribution of a more diverse food basket and better nutritional education.

12. Micronutrient deficiency, particularly iron-deficiency anaemia, remains a major problem: prevalence among children under 5 ranged from 34 percent in Shimelba to 67.5 percent in Fugnido; among pregnant women, rates ranged from 34.5 percent in Shimelba to 55.3 percent in Fugnido.¹⁴
13. In 2007, there were 1,042 boys and 767 girls enrolled in WFP-assisted primary schools in the camps. Attendance rates were 62 percent for boys and 56 percent for girls.¹⁵

Scenarios

14. The number of Somali refugees is expected to increase by 21 percent annually and the number of Eritrean refugees by 24 percent as a result of continued conflict in southern Somalia, the uncertain situation in Eritrea and the unresolved border issue between Ethiopia and Eritrea. Repatriation of Sudanese refugees is projected to continue, resulting in a 70 percent decrease by the end of protracted relief and recovery operation (PRRO) 10127.3.¹⁶ All Kenyans registered as refugees are expected to repatriate in 2009 and 2010.
15. There is little potential for food self-reliance. This is a result of limited employment opportunities, lack of access to land and the lack of durable solutions for the Somalis and Eritreans, as confirmed by the May–August 2007 nutrition survey and the April 2008 JAM.¹⁷
16. In view of the political, legal and natural limitations on food self-sufficiency among the refugees, most will depend on food assistance for the foreseeable future, particularly the Eritrean and Somalis,

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

17. The Administration for Refugee and Returnee Affairs (ARRA) is the government body responsible for coordinating assistance for refugees, administering the camps and safeguarding camp security.
18. The Government’s *Proclamation No. 409/2004 on Refugees* reaffirmed its commitment to implementing international agreements and protocols on the rights of refugees. But refugees are seen as temporary guests who are expected to return to their countries of

¹⁴ Ibid.

¹⁵ WFP. 2008. *Standard Project Report 2007*. Rome. Average enrolment numbers were low in relation to the size of the camps because most school feeding programmes were in the Sudanese camps, which are now closed. Shimelba has a disproportionately low population of children, and there was no school feeding in the Somali camps.

¹⁶ Most refugees depart through UNHCR voluntary repatriation programmes. A few refugees repatriate on their own. Food assistance is provided at destinations in the Sudan.

¹⁷ Participants of both missions were from WFP, UNHCR and ARRA.



origin when conditions permit: there is no policy for integrating refugees or allowing them employment or agricultural opportunities.

Policies, Capacities and the Actions of other Actors

19. ARRA, UNHCR and WFP are the main actors dealing with assistance for refugees. The 2002 global Memorandum of Understanding (MOU) and the annual local MOU and plan of action of UNHCR and WFP provide the basis and guidelines for their roles.
20. Non-governmental organizations (NGOs) supporting the United Nations and the Government include the International Rescue Committee (IRC), *Zuid Ost Azie* (ZOA, Refugee Care) and the Mother and Child Development Organization (MCDO). WFP works primarily with the first two, which focus on milling, school feeding, income-generating activities (IGAs) and environmental rehabilitation.

OBJECTIVES OF WFP ASSISTANCE

21. PRRO 10127.3 aims to meet the basic nutritional needs of refugees. Its objectives are:
 - i) to reduce and/or stabilize acute malnutrition among refugees (Strategic Objective 1);
 - ii) to reduce malnutrition through targeted supplementary food distribution to pregnant and lactating women, malnourished children, people living with HIV (PLHIV), and other vulnerable refugees with special nutritional needs (Strategic Objective 4); and
 - iii) to increase school attendance by implementing school feeding programmes (Strategic Objective 4).

WFP RESPONSE STRATEGY

Nature and Effectiveness of Assistance Related to Food Security

22. WFP has provided food assistance for refugees in Ethiopia since 1988. The preceding PRRO 10127.2 assisted an average of 104,000 refugees in 2007 and 2008, even though it was a small percentage of the country operation. Assistance consisted of general, supplementary and school feeding and support for milling programmes.

Strategy Outline

23. The components of PRRO 10127.3 include:
 - i) relief assistance through general food distributions in refugee camps;
 - ii) relief through targeted supplementary feeding for vulnerable groups such as pregnant and lactating women, malnourished children and PLHIV;
 - iii) recovery assistance through school feeding, which is linked to increasing school attendance; and
 - iv) recovery through technical expertise and NFIs for IGAs and environmental rehabilitation in areas affected by the refugee presence.
24. Overall, 96 percent of resources will be allocated to relief and 4 percent to recovery.



Relief

25. Refugees will receive a monthly general food ration complemented by targeted supplementary feeding through take-home rations for moderately malnourished children under 5, pregnant and lactating women, medical cases referred by a doctor including PLHIV and other malnourished people such as the elderly and disabled.
26. Therapeutic feeding implemented by ARRA moved from a clinic-based approach to a community-based therapeutic care (CTC) approach in 2006. This will continue because the April 2008 JAM and nutrition missions cited it as an improved method of treating severe malnutrition. UNHCR will provide special foods for therapeutic feeding such as therapeutic milk and plumpy nut.
27. In view of the serious nutrition and micronutrient situation in several camps, WFP will pilot the distribution of micronutrient powder (MNP)¹⁸ in the general ration. MNP contains 16 micronutrients; it can be added to food to improve nutritional status and reduce vulnerability to diseases such as measles, diarrhoea and malaria. One camp will be selected for distribution on the basis of nutrition surveys and a baseline micronutrient assessment to be conducted by WFP. The logistics of MNP distribution, its acceptance and use by beneficiaries and its nutrition impacts will be monitored and evaluated. If it succeeds in improving the micronutrient status of targeted beneficiaries, and if resources are available, the product may be used in other camps.
28. Under PRRO 10127.2, WFP trained refugee women as nutrition outreach workers (NOWs) to improve eating habits in return for a cash incentive. NOWs provide nutrition messages, follow up newborn and infant feeding and advise on the utilization of food. The scheme was only introduced in 2007, so it is too early to assess the impact; initial indications are positive. Monitoring takes place through weekly reports to ARRA, which are consolidated into quarterly reports for WFP. The activity will continue under PRRO 10127.3.

Recovery

29. Under the recovery component, children in schools in refugee camps¹⁹ will receive a mid-morning or mid-afternoon snack providing at least 460 kcal/day/person during the school year. On-site school feeding will be implemented in all camps except Kebribeyah, where refugee children attend the same school as local children. Refugee children in Kebribeyah will receive oil as a take-home ration, conditional on 80 percent attendance, which will be given in the camp rather than at school to avoid tension with the host community.
30. Although they were included in previous PRROs, food-for-assets (FFA) activities have not been implemented since 2003 because of resource constraints. WFP recognizes the importance of environmental rehabilitation and IGAs, and will provide targeted refugees with tools, seeds and technical expertise for gardening, in line with the recommendations of the April 2008 WFP regional office mission.²⁰ The activities supported include

¹⁸ Trademarked and commonly known as “Sprinkles”.

¹⁹ These are half-day schools.

²⁰ WFP. 2008. *Livelihood and Food Security Joint Assessment Mission Review: OMJ-Kampala Mission Report*. Kampala. The mission supported the JAM, focusing on environmental and livelihoods issues and including possibilities for interventions. Experts with technical knowledge of IGAs and environmental rehabilitation will be recruited nationally and internationally; activities may include training of partners and refugees and planning and implementing programmes. NFIs could include tools and seeds.



reforestation, terrace building, small-scale irrigation and community-based watershed management, following the work norms of the Managing Environmental Resources to Enable Transitions (MERET) programme.²¹ WFP will capitalize on its experience with MERET and facilitate linkages with the refugee programme.²²

31. An evaluation of the three WFP-supported mills in Fugnido and Sherhole found the community milling programme to be largely unsuccessful²³ despite attempts to run it in different ways, for example by procuring mechanical and hand mills and shifting responsibility for implementation between NGOs, ARRA and UNHCR. The problems included breakdowns, inefficient management, insufficient resources, inadequate technical expertise among refugees, high turnover of operators and competition from private mills outside the camps. WFP will therefore phase out its involvement during PRRO 10127.3. The best way to operate the mills will be assessed in cooperation with partners and refugees and decided on a case-by-case basis. Options include privatization, closure, continued operation by NGOs or operation by ARRA.
32. Refugees will continue to receive a 20 percent top-up of cereal rations to compensate for milling costs and losses.
33. PRRO 10127.3 will be implemented in line with WFP's Enhanced Commitments to Women (ECW) through:
 - i) targeted supplementary feeding addressing the nutritional requirements of pregnant and lactating women;
 - ii) ensuring that women benefit from and participate equally in IGAs and environmental rehabilitation activities;
 - iii) ensuring that women are equally involved in food distribution committees and other such bodies;
 - iv) enhancing the knowledge of refugee women by means of training in nutrition, infant feeding and eating habits; and
 - v) implementing gender awareness and leadership training for women in relation to food distribution committees, refugee management committees and committees for IGAs and environmental rehabilitation.

Hand-Over Strategy

34. PRRO 10127.3 covers a protracted refugee situation. Hand-over strategies are limited to repatriation or third-country resettlement of refugees because local integration is not possible for the vast majority. IGAs such as supplementing the food basket through gardening and enhancing refugees' knowledge will increase self-sufficiency and ease the transition to life outside the camps once refugees have repatriated, resettled or integrated locally.

²¹ MERET is part of Country Programme 10430.0. It focuses on managing environmental resources to increase food productivity in food-insecure communities. Food aid is used to restore the environment and enhance the livelihoods of the most food-insecure farmers through soil conservation, rural infrastructure construction and reforestation activities.

²² In relation to environmental rehabilitation activities, this PRRO is considering revenues from carbon finance as a way to support the financing of the project and ensure its viability. Should the provision of stoves by WFP become necessary for school feeding in refugee camps, the use of carbon financing for fuel-efficient stoves will also be considered.

²³ Olana, G. 2008. *WFP-Supported Grinding Mill Income-Generating Projects in Refugee Camps of Ethiopia: Performance Evaluation Report*. Addis Ababa.



BENEFICIARIES AND TARGETING

35. All individuals legally registered as refugees in Ethiopia are entitled to receive WFP's monthly general food rations. ARRA and UNHCR jointly register beneficiaries' refugee status as they arrive and verify it through occasional "revalidations" in which camp residents are screened to ensure that they are legitimate refugees. The projected refugee population for 2009–2011 has been determined by UNHCR and ARRA using estimates of natural growth, expected new arrivals and repatriation and resettlement.
36. Table 1 outlines the projected refugee population for the duration of PRRO 10127.3.

Country of origin	2009	2010	2011
Somalia	51 629	60 928	70 156
Eritrea	37 633	45 186	52 389
Sudan	26 627	19 597	7 726
Kenya	2 888	1 975	–
Total	118 777	127 686	130 271

37. Table 2 shows the estimated number of refugees to receive assistance through the components of PRRO 10127.3.

Year	Activity [*]	Planning Figures				Total
		Somali	Eritrean	Sudanese	Kenyan	
2009	General ration	51 629	37 633	26 627	2 888	118 777
	Supplementary feeding	3 478	2 091	2 054	98	7 721
	School feeding	14 694	1 934	3 093	0	19 721
2010	General ration	60 928	45 186	19 597	1 975	127 686
	Supplementary feeding	4 135	2 540	1 513	68	8 256
	School feeding	17 492	2 293	2 274	0	22 059
2011	General ration	70 156	52 390	7 725	0	130 271
	Supplementary feeding	4 786	2 969	625	0	8 380
	School feeding	20 287	2 624	850	0	23 761

^{*} IGAs are not included because food will not be used as compensation.

NUTRITIONAL CONSIDERATIONS AND RATIONS

38. The food basket and ration scale from the current PRRO will be maintained in PRRO 10127.3. Implementation of the revised food basket in the current PRRO started in August 2007 with a 20 percent increase in the cereal ration to compensate for milling costs and losses and the inclusion of sugar, pulses and fortified blended food for all refugee caseloads. Preliminary results from the nutrition survey in refugee camps in mid-2008 indicate that the changed food basket combined with the recently introduced UNHCR blanket feeding of children under 3 may have helped to stabilize or reduce malnutrition



rates and admissions to supplementary feeding programmes (SFPs) and CTC programmes in most camps.²⁴

39. Table 3 outlines the food basket, excluding the 20 percent cereal top-up for milling costs and losses; and excluding the MNP pilot, which will be carried out in one camp.

TABLE 3: FOOD BASKET					
Food type	Kg/month	g/day	Kcal/day	Protein/day (g)	Fat/day (g)
General ration* ²⁵					
Cereals	13.5	450	1 485	55.4	6.8
Fortified blended food	1.5	50	190	9.0	3.0
Pulses	1.5	50	167.5	11.0	0.7
Vegetable oil	0.9	30	265.5	0.0	30.0
Sugar	0.45	15	60	0.0	0.0
Iodized salt	0.15	5	0	0.0	0.0
Total	18	600	2 168	75.4	40.5
Supplementary ration*					
Fortified blended food		200	760	36	12
Vegetable oil		25	221	0.0	25
Sugar		20	80	0.0	0.0
Total		245	1 061	36	37
School feeding ration**					
Fortified blended food		100	380	18	6.0
Sugar		20	80	0.0	0.0
Total		120	460	18	6.0
Take-home ration**					
Oil		52	460	0	52
Total		52	460	0	52

* The number of feeding days for general and supplementary feeding is 365 days a year.

** The number of feeding days for school feeding and take-home rations is 22 days/month for ten months.

40. The general ration provides 2,168 kcal/person/day, the supplementary ration 1,061 kcal/person/day, and school feeding and take-home rations 460 kcal/person/day. Complementary foods will be provided by UNHCR.

²⁴ WFP, UNHCR and ARRA. 2008. *Joint Assessment Mission Report (2008)*. Addis Ababa; WFP, UNHCR and ARRA. 2008. *Annual Nutrition Survey (2008)*. Addis Ababa. Preliminary findings.

²⁵ The refugees' dietary preference is wheat, followed by sorghum. Yellow split peas or lentils are preferred to white beans. WFP will try to meet these preferences and will seek donor support accordingly; it will also consider the cooking times for food provided as resources allow.



41. MNP is new to Ethiopia and will be piloted in one camp.²⁶
42. The total estimated food requirement for 2009–2011 is 98,622 mt. Table 4 shows the food requirements by activity.

TABLE 4: FOOD REQUIREMENTS FOR 2009–2011 BY TYPE AND ACTIVITY (mt)				
	General rations	Supplementary rations	School feeding*	Total
Cereals	74 254	0	0	74 254
Oil	4 125	222	134	4 481
Pulses	6 875	0	0	6 875
Salt	688	0	0	688
Fortified blended food	6 876	1 778	1 184	9 838
Sugar	2 063	178	237	2 478
MNP	8	0	0	8
Total	94 889	2 178	1 555	98 622

* Including take-home rations in Kebribeyah camp

IMPLEMENTATION ARRANGEMENTS

Implementation

43. ARRA, UNHCR, IRC and ZOA are WFP's primary partners in food assistance for refugees.
44. ARRA is responsible for:
- i) coordinating assistance, administering the camps and security;
 - ii) receiving, storing and distributing WFP-supplied food in all camps, with support from WFP;
 - iii) managing and monitoring food distribution in the camps and providing monthly distribution and stock reports to WFP; food distributors, mainly women, use standard scoops and refugees can weigh their rations on scales available at distribution sites;
 - iv) running supplementary and therapeutic feeding programmes, monitored by WFP and UNHCR; community health assistants are responsible for monitoring and referring potentially malnourished children to feeding centres; and
 - v) daily management of school feeding except in Shimelba, and providing fuelwood for stoves.
45. UNHCR is responsible for:
- i) beneficiary verification at distribution centres by checking ration cards against the refugee database;
 - ii) providing complementary food and NFIs for school feeding;

²⁶ MNP has been tested in Bangladesh, Kenya and Nepal.



- iii) covering all costs related to in-camp food distribution, including the incentive paid to food distributors; and
 - iv) conducting nutrition surveys in partnership with WFP and ARRA.
46. NOWs will be supported by ARRA and UNHCR professional health workers.
 47. IRC is responsible for school feeding in Shimelba.
 48. Joint assessments and planning with stakeholders will be carried out to create a comprehensive joint plan for IGAs and environmental rehabilitation. WFP's main involvement will be to provide technical expertise and NFIs.
 49. WFP, UNHCR, ARRA and partner NGOs will continue monthly meetings to address operational issues such as food deliveries, the pipeline, logistics, registration, repatriation and school feeding. Meetings will be scheduled as required for urgent matters.

Logistics

50. WFP will use private trucks to transport food from Djibouti to its warehouses in Nazret, Dire Dawa and Mekele. Locally purchased food is delivered by suppliers directly to WFP warehouses. Private transporters will take food from the warehouses to extended delivery points (EDPs) at the refugee camps. The Nazret warehouse serves the Sudanese refugee camps, Dire Dawa serves the Somali camps and Mekele the Eritrean camps.
51. In view of the poor accessibility to most camps during the rainy season and high levels of insecurity, food stocks for two to four months will be pre-positioned at the camps whenever possible.

Procurement

52. If cash contributions are received, pulses, blended food and iodized salt may be procured locally. Local procurement of cereals was not possible in 2007–2008.
53. Food can be borrowed if necessary from the National Food Security Reserve Administration (NFSRA).

Capacity-Building

54. WFP will help to increase partners' capacity as required. All partners have sufficient capacity to manage the overall programme, so capacity development will focus on issues such as warehouse management, monitoring and evaluation (M&E) and results-based management (RBM).
55. WFP's Logistics Unit will continue regular training for ARRA storekeepers in the camps to improve reporting on food stocks, receipts, distributions and warehouse management.
56. WFP will provide training for partners and refugees in income-generating and environmental rehabilitation activities.

PERFORMANCE MONITORING

57. Food dispatches will be monitored through the Commodity Movement, Processing and Analysis System (COMPAS), which is operational at the central warehouses and the WFP sub-offices in Gambella, Jijiga and Mekele.
58. Monitoring will be based on WFP's M&E guidelines and action-based management (ABM) tools; the refugee monitoring checklist will be included in the country office ABM



system. Mid-year RBM review meetings at the sub-office level; annual RBM review workshops at the country level will be organized with partners. Performance monitoring plans will be based on the logical framework (see Annex II). Additional monitoring data will be obtained from monthly distribution and stock reports from ARRA and monthly reports from other cooperating partners.

59. WFP monitors will check the condition of warehouses at EDPs, monitor monthly food distributions and conduct quarterly post-distribution monitoring.
60. Nutrition surveys will be carried out by UNHCR, ARRA and WFP on a cost-sharing basis at least once a year in each camp, and more frequently when there are indications of a deterioration of the nutrition situation; the 2005 nutrition survey will be the baseline. The 2008 nutrition survey will be finalized in September 2008.
61. WFP will monitor progress of the pilot MNP programme and will evaluate it for implementation in other camps. A baseline micronutrient assessment will be conducted to identify the camp most suitable for the pilot.
62. PRRO 10127.3 will be evaluated in 2011, in line with WFP's evaluation policy.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Risk Assessment

63. Resource shortfalls are major risks that would have severe adverse effects on refugees, given their dependence on food assistance.
64. High food and fuel prices are expected to continue to affect refugees' food security because they have limited income to access complementary foods and NFIs.
65. Security is an ongoing concern. All camps are in areas in conflict or at risk of conflict. Border tension with Eritrea combined with the destabilizing impact of high food prices on the Eritrean economy may result in more people becoming refugees. The conflicts in Somalia and the Somali region of Ethiopia, combined with the effects of drought and high food prices, could also result in sudden or large-scale migration to the refugee camps. Ethnic violence in the region affects the Sudanese camps and the areas that host the Eritrean Afar and Kenyan refugees. Repatriation of the Sudanese refugees may be disrupted by renewed violence in Southern Sudan.
66. It is important to consider host communities when designing and implementing programmes, because they are often in as much need as refugees. This was particularly the case in 2008 because of the drought and high food and fuel prices. Most of Ethiopia suffers from recurrent drought, which may become more frequent as a result of climate change and pressure on resources. These are constant risks; to address them, WFP, UNHCR and ARRA need to develop a comprehensive plan to deal with their effects on refugee operations.

Contingency Planning

67. The country office regularly shares information with WFP and UNHCR offices in neighbouring countries. WFP Ethiopia is also part of an inter-agency contingency planning group coordinated by the Office for the Coordination of Humanitarian Affairs (OCHA), which assesses risks and prepares and updates joint contingency plans.



68. WFP has prepared a contingency plan for a sudden large-scale influx of Eritrean refugees. The United Nations country team (UNCT) has contingency plans to respond to any deterioration in the situations in Eritrea, Somalia or the Sudan.

SECURITY CONSIDERATIONS

69. The camps are in areas with poor roads, inadequate medical facilities and periodic security incidents. Those in the Gambella, Tigray and Somali regions and the Borena zone in the Oromiya region, which hosts Kenyan refugees, are in United Nations security phase three;²⁷ Sherkole in the Beneshangul Gumuz region is in phase one. Security is monitored to minimize disruption to assistance should it deteriorate.
70. United Nations area security coordinators in Jijiga, Gambella and Mekele conduct regular security assessments and provide security clearances. WFP offices comply with minimum operating security standards (MOSS) and minimum security and telecommunications standards (MISTS) and are equipped with medical and trauma kits; field vehicles are equipped with radios and first aid equipment. Satellite telephones are available at offices in phase three security areas. The radio room in the office of the United Nations Department of Safety and Security (UNDSS) in Addis Ababa and WFP's radio rooms in Gambella and Jijiga provide 24-hour radio contact with field vehicles and offices. The radio room at the country office provides radio contact during daytime.
71. Some of the western camps are only accessible by vehicles with military escort; at others all travel must be by convoy of at least two vehicles. WFP field staff have been trained in radio communication and security awareness. In areas where movement depends on military escort, private transporters deliver WFP food only when an escort is provided. United Nations partners working in these areas are MOSS and MISTS compliant.

²⁷ The United Nations security system has five phases: 1: precautionary; 2: restricted movement; 3: relocation; 4: programme suspension; 5: evacuation.



ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
WFP COSTS			
Direct operational costs			
Food commodities ¹			
– Cereals	74 254	310	23 018 740
– Pulses	6 875	700	4 812 500
– Vegetable oil	4 481	1 415	6 340 615
– Blended food	9 838	600	5 902 800
– Sugar	2 478	510	1 263 780
– Salt	688	240	165 120
– Micronutrient powder	8.4	10 000	84 000
Total food	98 622.4		41 587 555
External transport			15 313 598
Landside transport			11 163 617
Internal transport, storage and handling			5 686 307
Total landside transport, storage and handling			16 849 924
Other direct operational costs			402 032
A. Direct operational costs			74 153 109
B. Direct support costs² (see Annex I-B)			4 255 083
C. Indirect support costs (7.0 percent)³			5 488 573
TOTAL WFP COSTS			83 896 765

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

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

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



ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International professional staff	504 900
National professional officers	91 239
National general service staff	1 272 552
Temporary assistance	126 440
Overtime	3 640
Incentives	95 004
International consultants	144 550
National consultants	117 107
United Nations volunteers	194 205
Staff duty travel	317 299
Staff training and development	40 040
Subtotal	2 906 976
Office expenses and other recurrent costs	
Rental of facility	229 320
Utilities (general)	25 480
Office supplies	27 300
Communications and information technology services	145 600
Insurance	36 400
Equipment repair and maintenance	45 500
Vehicle maintenance and running costs	338 520
Other office expenses	200 200
United Nations organization services	5 460
Subtotal	1 053 780
Equipment and other fixed costs	
Furniture, tools and equipment	60 060
Vehicles	102 535
Telecommunications equipment	131 732
Subtotal	294 327
TOTAL DIRECT SUPPORT COSTS	4 255 083





ANNEX II: LOGICAL FRAMEWORK

Results chain	Performance indicators	Risks, assumptions
STRATEGIC OBJECTIVE 1: Save lives and protect livelihoods in emergencies		
<p>Outcome 1.1</p> <p>Reduced and/or stabilized acute malnutrition in refugee children under 5 in Ethiopia</p>	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 assessed using weight-for-height as %. The target is GAM as weight-for-height <-2z score maintained below 10% in all camps 	<ul style="list-style-type: none"> ➤ Partners provide adequate non-food assistance that contributes to improved malnutrition rates ➤ Adequate and timely resources are available ➤ No major disease outbreaks in the camps ➤ UNHCR complementary activities in health, nutrition, water and sanitation are properly funded ➤ Adequate and timely resources provided by donors to offset fuel and food price increases
<p>Output 1.1.1</p> <p>Timely distribution of food in sufficient quantity and quality to refugees:</p> <ul style="list-style-type: none"> ➤ 31,070 mt to 119,000 beneficiaries in 2009; ➤ 33,424 mt to 128,000 beneficiaries in 2010; and ➤ 34,129 mt to 130,000 beneficiaries in 2011. 	<ul style="list-style-type: none"> ➤ Actual number of refugees by sex and age group receiving food assistance, as % of planned ➤ Actual tonnage of food distributed, by type, as % of planned ➤ Food delivered to all camps by the last day of the month 	<ul style="list-style-type: none"> ➤ Roads to camps are properly maintained ➤ Access to camps not hampered by insecurity ➤ Refugee caseload is periodically verified ➤ Adequate and timely resources provided by donors to offset fuel and food price increases

ANNEX II: LOGICAL FRAMEWORK

Results chain	Performance indicators	Risks, assumptions
STRATEGIC OBJECTIVE 4: Reduce chronic hunger and undernutrition		
<p>Outcome 4.1</p> <p>Reduced malnutrition among pregnant and lactating women, children under 5, PLHIV and other vulnerable refugees with special nutritional needs</p>	<ul style="list-style-type: none"> ➤ Prevalence of underweight among targeted children under 5, assessed through height, weight and age, disaggregated by gender ➤ Prevalence of malnutrition among targeted women of childbearing age, assessed using mid-upper arm circumference for pregnant or lactating women ➤ Prevalence of anaemia among targeted women: <110 g/l for pregnant women, <120 g/l for non-pregnant women and < 110 g/l for children 	<ul style="list-style-type: none"> ➤ No major disease outbreaks in the camps ➤ UNHCR and partners have sufficient resources to continue running health and feeding centres ➤ MNP piloting reduces anaemia rates ➤ Adequate and timely resources provided by donors to offset fuel and food price increases
<p>Output 4.1.1</p> <p>Timely provision of supplementary rations to vulnerable individuals:</p> <ul style="list-style-type: none"> ➤ 690 mt to 7,721 beneficiaries in 2009; ➤ 738 mt to 8,256 beneficiaries in 2010; and ➤ 749 mt to 8,381 beneficiaries in 2011. 	<ul style="list-style-type: none"> ➤ Number of individuals, by category, sex and age group, receiving supplementary rations as % of planned ➤ Quantity and composition of rations provided by supplementary and micronutrient feeding programmes, as % of planned ➤ Coverage of supplementary feeding programme: % of malnourished individuals who are referred to SFPs 	<ul style="list-style-type: none"> ➤ Sufficient qualified partner staff running nutrition centres ➤ Adequate and timely resources provided by donors to offset fuel and food price increases ➤ Feasibility and accessibility of MNP
<p>Outcome 4.2</p> <p>Adequate food energy consumption over assistance period for targeted beneficiaries</p>	<ul style="list-style-type: none"> ➤ % of beneficiaries in targeted areas where food energy gap is met 	<ul style="list-style-type: none"> ➤ Partners provide adequate non-food assistance ➤ Adequate and timely resources provided by donors to offset fuel and food price increases

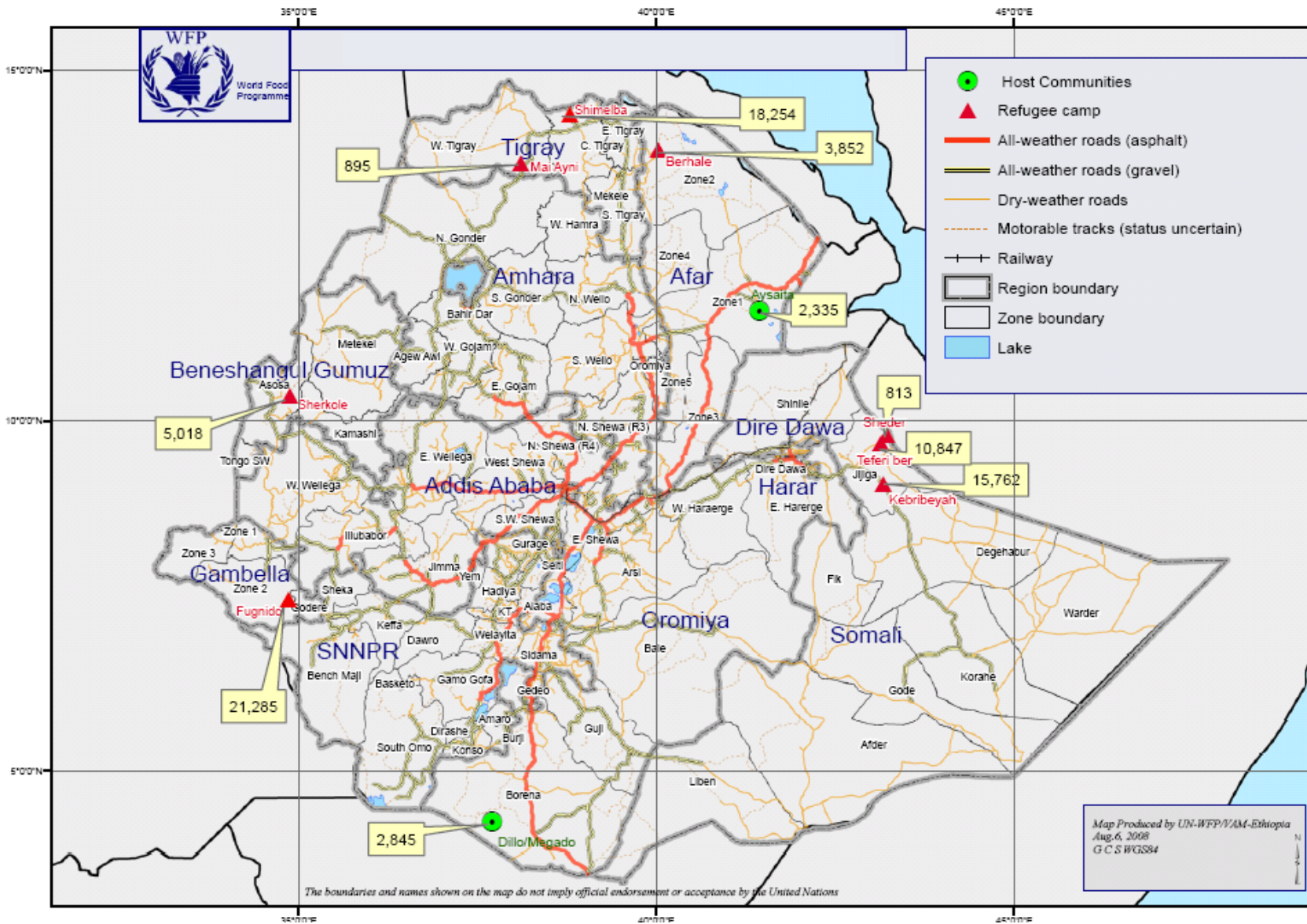




ANNEX II: LOGICAL FRAMEWORK

Results chain	Performance indicators	Risks, assumptions
<p>Output 4.2.1</p> <p>Timely distribution of food in sufficient quantity and quality to refugees: minimum 2,100 kcal/person/day</p>	<ul style="list-style-type: none"> ➤ Actual number of refugees, by sex and age group, receiving food assistance ➤ Actual tonnage of food distributed, by type, as % of planned ➤ Actual quantity of fortified foods, by type, and/or MNP, as % of planned ➤ Quantity, composition and energy value of monthly food rations ➤ Timeliness of food deliveries 	<ul style="list-style-type: none"> ➤ Roads to camps are properly maintained ➤ Access to camps is not hampered by insecurity ➤ Refugee caseload is periodically verified ➤ Adequate and timely resources provided by donors to offset fuel and food price increases
<p>Outcome 4.3</p> <p>Increased enrolment of children in WFP-assisted schools</p>	<ul style="list-style-type: none"> ➤ Absolute enrolment: annual rate of change in average number of children enrolled in WFP-assisted schools ➤ Attendance rate: % of school days on which children attend classes in WFP-assisted schools ➤ Gender ratio: ratio of girls to boys enrolled in WFP-assisted schools 	<ul style="list-style-type: none"> ➤ Resources from UNHCR sufficient and consistently available to support complementary activities and provision of NFIs to schools ➤ Repatriation of refugees will cause minimal disruption in schools and will be contained by UNHCR
<p>Output 4.3.1</p> <p>Timely provision of school feeding rations for refugee children (take-home rations in Kebribeyah camp):</p> <ul style="list-style-type: none"> ➤ 461 mt to 19,721 schoolchildren in 2009; ➤ 523 mt to 22,059 schoolchildren in 2010; and ➤ 570 mt to 23,761 schoolchildren in 2011. 	<ul style="list-style-type: none"> ➤ Actual quantity of food distributed in schools, by type, as % of planned ➤ Actual number of refugee students receiving school feeding rations, by sex and age group, as % of planned 	<ul style="list-style-type: none"> ➤ NFIs for preparation and serving available in all schools in adequate quantities and appropriate conditions ➤ Sufficient trained staff available to ensure food is prepared and served daily ➤ Adequate water and fuel available ➤ Adequate and timely resources provided by donors to offset fuel and food price increases

Refugee Camps and Host Communities in Ethiopia: Beneficiary Numbers



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 management
ARRA	Administration for Refugee and Returnee Affairs
COMPAS	Commodity Movement Processing and Analysis System
CTC	community-based therapeutic care
ECW	Enhanced Commitments to Women
EDP	extended delivery point
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
GAM	global acute malnutrition
GDP	gross domestic product
IGA	income-generating activity
IRC	International Rescue Committee
JAM	joint assessment mission
M&E	monitoring and evaluation
MCDO	Mother and Child Development Organization
MERET	Managing Environmental Resources to Enable Transitions
MISTS	minimum security and telecommunications standards
MNP	micronutrient powder
MOSS	minimum operating security standards
MOU	Memorandum of Understanding
NFI	non-food item
NFSRA	National Food Security Reserve Authority
NGO	non-governmental organization
NOW	nutrition outreach worker
OCHA	Office for the Coordination of Humanitarian Affairs
PLHIV	people living with HIV
PRRO	protracted relief and recovery operation
RBM	results-based management
SFP	supplementary feeding programme
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNHCR	Office of the United Nations High Commissioner for Refugees
ZOA	<i>Zuid Ost Azie</i> (Refugee Care)