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PROTRACTED RELIEF AND RECOVERY OPERATION— ETHIOPIA 10127.1

Food Assistance to Somali, Sudanese and Eritrean Refugees

Number of beneficiaries	93,350 (average) of whom 43,950 or 47 percent are women
Duration of project	24 months (1 January 2005–31 December 2006)
Food tonnage	50,085 mt
Cost (United States dollars)	
Total food cost	11,531,892
Total cost to WFP	26,735,984

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

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



EXECUTIVE SUMMARY

WFP has been providing food assistance to refugees in Ethiopia since 1988. As of November 2003, WFP had assisted 124,500 refugees, including 90,000 Sudanese, 28,000 Somalis and 6,500 Eritreans living in camps. The joint assessment mission conducted in July 2003 reconfirmed findings from previous missions, concluding that refugees in Ethiopia still depend on general food rations to meet their basic needs. The reasons are limited access to land, employment and income generating activities, and a low level of economic development in Ethiopia.

Despite indications that a peace agreement will be signed in Sudan, it is unlikely that Sudanese refugees will be repatriated before 2005. Eritrean refugees are likely to remain in Ethiopia and their numbers could even increase. The number of Somali refugees in Ethiopia will continue to decrease in 2004 because of repatriation; a small caseload will remain in 2005–2006.

Based on the above assessment, WFP Ethiopia will assist 93,350 refugees in 2005 and 2006; 47 percent of these will be women. Measures will be implemented to give women more control of food. Girls will be encouraged to remain at school through the provision of school feeding.

The total food requirement for this protracted relief and recovery operation is 50,085 tons for general food distribution, supplementary and therapeutic feeding, school feeding in refugee camps, food for assets in host communities and a contingency allocation.

Results-based management processes will be elaborated with implementing partners and progress analysed on a biannual basis for effective programme oversight.

The Executive Board is requested to approve this PRRO expansion, which will benefit 93,350 refugees from 1 January 2005 to 31 December 2006.

DRAFT DECISION*

The Board approves PRRO Ethiopia 10127.1, “Food Assistance to Somali, Sudanese and Eritrean Refugees” (WFP/EB.2/2004/4-B/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.



CONTEXT AND RATIONALE

1. In mid-2003, Ethiopia's population was 69 million and projected to grow at an annual rate of 2.7 percent. The 2003 United Nations Development Programme (UNDP) Human Development Index (HDI) puts Ethiopia at 169 out of 173 countries, making it one of the least developed countries in the world. Ethiopia's Gender-Related Development Index rank in 2001 was poor at 139. In 2001, per capita gross domestic product (GDP) was US\$95, with nearly 82 percent of the population surviving on less than US\$1 per day. The 2000–2001 combined primary, secondary and tertiary gross enrolment ratio is 34 percent. An estimated 2.2 million people are infected with HIV/AIDS.
2. Subsistence agriculture accounts for more than 45 percent of the GDP and employs 85 percent of the workforce. The level of agricultural production is highly erratic because of low technology, small farm holdings, a high dependency on rainfall, and significant soil degradation. Four to five million people are chronically food insecure and rely on food aid to meet their daily requirements.
3. Refugees in Ethiopia come from three neighbouring countries: Sudan, Somalia, and Eritrea. The political and civil unrest in the Horn of Africa in the 1980s and 1990s, coupled with repeated droughts and other natural disasters, is responsible for refugee influxes into Ethiopia. Some Somali refugees came to Ethiopia in 1988, while the latest influx occurred in 1994 after war erupted in northwestern Somalia. Sudanese refugees began arriving in the early 1980s, following the start of the civil war, and settled in camps in the Benshangul and Gambella regions. Eritrean refugees arrived during the 1998–2000 war between Eritrea and Ethiopia.
4. Despite optimism regarding a peace settlement in Sudan, repatriation is unlikely before 2005. Until then, Sudanese refugees in Ethiopia will continue to depend on international donations. Eritrean refugees will also remain in Ethiopia in the near future and their numbers could even increase. The repatriation of Somali refugees to northwest Somalia continues and their numbers are expected to decrease in 2004.

Previous WFP Assistance

5. WFP has been providing general and supplementary food assistance to the refugees since 1988. In addition, WFP has supported host communities surrounding current or closed camps with food for assets (FFA). Refugee children have been encouraged to attend school through school feeding activities. The Executive Board approved the current protracted relief and recovery operation (PRRO) 10127.0 in October 2001 for two years, from July 2002 to June 2004 for 160,000 refugees, with a total tonnage of 84,555, at a cost of US\$40.3 million. By November 2003, donors' contributions covered only 37 percent of the total programme requirements. Ration cuts were avoided, however, because the country office borrowed food from the Ethiopian Food Security Reserve and other WFP operations against confirmed pledges or incoming shipments. There were also carry-over stocks from the previous PRRO and a reduction in the number of beneficiaries because of repatriation. The current PRRO was extended through December 2004.



Situation Analysis

6. As of November 2003, Ethiopia hosted 124,500 refugees – 90,000 of them Sudanese, 28,000 Somali and 6,500 Eritrean, in nine camps located in the Gambella, Benshangul, Somali and Tigray Regions. Somali refugee numbers have been reduced from 242,000 in 1997 to 28,000 through successful repatriation. The influx of Eritrean refugees has increased from 150 to 335 people per month in October 2003. Most new arrivals are high-school and university students seeking asylum from towns in Eritrea; the Office of the United Nations High Commissioner for Refugees (UNHCR) is providing them protection and refugee status.
7. The refugee caseload includes 44,000 women, or 47 percent of the refugee population. Of these, 12 percent live in households headed by women. The average birth rate is between 2.5 to 3.4 percent. The number of children under 5 is 17,700 or 19 percent of the refugee population.
8. Women's status in refugee camps is very low. Even though more than 50 percent of food distribution committee members are women, for cultural reasons they do not have a strong voice in decision making. Girls' education level and enrolment are lower than that of boys, at 30 percent of total enrolment, because of early marriage, pregnancy, household chores and the collection and sale of firewood outside camps.
9. A joint assessment mission (JAM) conducted by UNHCR, the Ethiopian Government Administration for Refugee and Returnee Affairs (ARRA) and WFP in July 2003 concluded that all refugees continue to depend on a full general ration to meet their basic needs. Sudanese refugees' coping mechanisms include: agriculture, small-scale animal husbandry, petty trading, selling of firewood and charcoal, hunting, fishing, remittances, and casual labour. Some non-governmental organizations (NGOs) have promoted income-generating activities, small business loans and training that contribute to the basic needs of vulnerable households. Agricultural activities carried out within camps provide little supplement because plots are limited to backyard gardens. Somali and Eritrean refugees' coping mechanisms include petty trading and the sale of firewood and charcoal. These coping mechanisms have caused environmental degradation in the areas surrounding the camps and have been a source of tension with host communities.
10. The nutritional status of Somali refugees¹ has progressively improved since 2000. Blanket feeding programmes, reorganized nutrition programmes, close monitoring and technical supervision have contributed to the overall improvement. But the current drought, coupled with the presence of internally displaced persons (IDPs) living nearby and sharing resources are feared to cause future malnutrition.
11. In Sudanese camps, nutrition surveys conducted by UNHCR, ARRA and WFP between March and June 2003, indicated that malnutrition rates range from 2.7 percent (<-2 Z score) global acute malnutrition (GAM) in Sherkole to 10.8 percent (<-2 Z score) GAM in Dimma. Variations are attributed to factors such as the lack of appropriate weaning food and the high percentage of under-5 children.
12. Eritrean refugees' malnutrition levels were high following their arrival in 2000. A nutrition survey by UNHCR, ARRA and WFP in September 2002 revealed a malnutrition rate of 18 percent (<-2 Z score) GAM. A blanket feeding programme was subsequently started, school feeding continued and the nutrition programme was

¹ "Nutrition Survey Result Report - Eastern Refugee Camps" UNHCR-RLO Addis Ababa, July 2003.



reorganized. A repeat nutrition survey in 2003² indicated improvement, with a GAM rate of 14.7 percent (<-2 Z score).

13. Various NGOs and ARRA are promoting HIV/AIDS awareness and the use of condoms in camps, but neither testing nor counselling facilities exist in camps or host areas. Nutritional support to HIV/AIDS sufferers is provided through the regular supplementary and therapeutic feeding programmes at camp clinics. It is expected that UNHCR will provide funding for HIV testing between 2004 and 2005, with the repatriation of Sudanese refugees. In Sudan the number of people living with HIV/AIDS reported in 2001³ was 260,000, much lower than Ethiopia's 2.2 million.⁴ The Government of Sudan will likely demand data on HIV prevalence among returnees to set up control and prevention measures in areas of return.
14. A pilot school feeding programme started in 2000 in the Sudanese Bonga camp was extended to Pugnido, Sherkole, Dimma and Wallanibyi camps in 2002. During the 2002–2003 school year, 13,500 refugee students benefited from the programme, 30 percent of whom were girls. WFP carried out a review in 2003 that indicated a positive correlation between school feeding and net enrolment, and school feeding and girls' enrolment. In Bonga, the dropout rate decreased from 70 percent in 1997 to 22 percent in 2000, when school feeding was introduced. Girls' enrolment improved from 58 percent in 2000 to 69 percent in 2002.
15. FFA activities started in 2000 at nine Somali camps and three Sudanese camps. All FFA projects aimed to rehabilitate severely degraded surrounding areas and provide technical knowledge to labourers on how to improve their plots. A 2003 evaluation of FFA activities noted that in the closed Daror, Rabasso, Camaboker and Baliyale Somali camps, the community, assisted by the NGO Hope for the Horn, produced 157,000 seedlings, planted 64,000 seedlings, constructed 93,500 micro-basins and reclaimed 20 hectares of degraded gullies; 133 percent of the target was achieved in three months. FFA projects in the Sudanese camps were less successful because communities were not involved in project identification and planning from the beginning.

Government Recovery Policies and Programmes

16. During the late 1980s, Ethiopia was host to one million refugees. Although the Ethiopian Government has an open policy allowing refugees into the country, most have little access to land or other means of income outside the camps. The Ethiopian Government views refugees as temporary guests who are expected to return to their countries of origin once conditions improve. There is no policy of integrating refugees into local settlements.
17. ARRA co-ordinates the refugee operation in Ethiopia and manages the camps, while UNHCR provides a substantial portion of ARRA's operational budget.

² "Survey Result Report — Wallanibyi Refugee Camp" UNHCR-RLO Addis Ababa, April 2003.

³ UNDP Human Development Indicators 2003.

⁴ AIDS in Ethiopia — Disease Prevention and Control Department, Ethiopia Ministry of Health, October 2002.



Rationale

18. In Ethiopia, self-reliance for refugees is not feasible due to limited land access, employment and income-generating opportunities, in addition to limited economic development. Consistent with findings of the 2003 JAM, the PRRO will continue to provide relief and recovery food assistance to 93,350 refugees during a 24-month period between 1 January 2005 and 31 December 2006. Out of the total projected caseload in 2005 and 2006, 40,000 Sudanese refugees are expected to repatriate.

RECOVERY STRATEGY

Beneficiary Needs

19. The recent JAM reconfirmed 1999–2001 findings that refugees in Ethiopia still depend on a full general ration to meet their basic food requirements.
20. Given the high percentage of children under 5, ranging from 22 percent in Dimma to 30 percent in Bonga, and the high natural growth rate, WFP will provide supplementary feeding to children under 5, and pregnant and lactating women. Therapeutic feeding will be provided to severely malnourished individuals who meet WFP/UNHCR nutritional criteria for selective feeding under medical supervision.
21. Children attending school will receive a nutritious porridge to improve concentration and act as an incentive, especially for girls, to remain at school.
22. Host populations in areas surrounding the camps have been competing with refugees for scarce natural resources, such as firewood. WFP will implement FFA activities in those areas.

The Role of Food Aid

23. The refugees' basic food needs will be met through monthly general food distributions. Malnourished children, pregnant and lactating women and malnourished adults will be assisted through supplementary and therapeutic feeding. Food will be provided to communities surrounding the camps in the form of FFA. This will enable food-insecure families to produce assets for sustainable livelihoods. Any refugee household wishing to participate will also receive a FFA incentive.

Programme Approaches

24. The PRRO will be implemented according to WFP's enhanced commitments to women (ECW) 2003–2007. Measures to enhance women's empowerment in the camps will include:
 - issuance of family ration cards in the woman's name, to contribute to refugee women's control of food;
 - leadership training for women's associations and women distribution committee members to ensure active participation in all food distribution matters;
 - construction of shelters and improved latrines, separated by gender, at distribution points, to alleviate discomfort; and
 - school feeding activities to enable more refugee girls to attend school.



25. A pilot grinding mills project was implemented by NGOs in 2003 as an income generating activity in three Sudanese camps; if it is successful, the number of mills in each camp will be increased. This will decrease the burden on women and reduce the amount of food exchanged to cover milling expenses. WFP will contribute six mechanical mills and a small cash contribution for each scheme. It is expected that 50 percent of those managing the mills will be women.
26. WFP will hold informal information sessions about HIV/AIDS prevention at food distribution points and will advocate with ARRA to ensure that the nutritional needs of people living with HIV/AIDS and other diseases are properly addressed through supplementary and therapeutic feeding.

Risk Assessment

27. Stability in northwest Somalia has allowed for the repatriation of refugees to the region since 1998. South-central Somalia remains insecure, however, prohibiting the return of 10,000 Somali refugees from that region. The limited accessibility of the area to humanitarian agencies and periodic droughts and floods has also prevented refugees from returning.
28. Both the Government of Sudan and the Sudan People's Liberation Army (SPLA) have committed to sign a peace agreement. If peace is not sustained, there could be a suspension in repatriation and a renewed influx of refugees into the western camps. The reconstruction of productive infrastructure in southern Sudan will require the support of external donors; their response time could affect the rate of repatriation.
29. The pipeline for the current PRRO (10127.0) has been erratic due to resource shortfalls. If funding does not improve with this expansion, the food basket could be reduced. If UNHCR budget restrictions also occur, the availability of non-food items will be affected. Both factors may negatively impact the overall nutrition of refugees.
30. A contingency plan, taking all the above risk factors into account, will be reviewed and updated periodically.

Objectives and Goals

31. The overall goal of this PRRO is to "contribute to improved and/or maintain minimum nutritional standards of the refugees until they repatriate". WFP strategic priorities addressed by this PRRO expansion and the share of total costs are:
 - "saving lives" and "support the improved nutrition and health status of children, mothers and other vulnerable people" (90 percent);
 - "protect livelihoods in crisis situations and enhance resilience to shocks" (8 percent);
 - and
 - "support access to education and reduce gender disparity in access to education" (2 percent).
32. The project has the following three objectives:
 - to ensure that the daily nutritional needs of refugees are met, with special attention to women, malnourished children and other vulnerable groups;
 - to enable households to invest in human capital by contributing to increased equitable enrolment, attendance and retention of children, especially girls, in primary schools; and



- to protect livelihoods and increase resilience to shocks by supporting the rehabilitation of household and community assets in refugee-impacted areas.

IMPLEMENTATION PLAN

Major Programme Components

33. The programme components of the PRRO are:

- **Long-term refugees:** general food distribution in refugee camps in addition to supplementary and therapeutic feeding programmes targeting children under 5, pregnant and lactating women and malnourished adults.
- **Recovery:** School feeding programmes as an incentive to refugee children to attend school and FFA involving host communities.

⇒ *Long-term refugee beneficiaries*

34. The table below shows the projected number of refugees requiring general food aid and selective feeding in 2005–2006:

Year	Planning figures Sudanese	Planning figures Eritrean	Planning figures Somali	Subtotal male	Subtotal female	Total
2005	75 000	11 700	14 200	53 396	47 504	100 900
2006	56 500	14 700	14 600	45 405		
Average	65 750	13 200	14 400	49 401	43 949	93 503
Supplementary feeding	4 000	1 000	1 000	600	5 400	6 000
Therapeutic Feeding	100	20	20	15	125	140
Total selective feeding	4 100	1 020	1 020	615	5 525	6 140

35. The refugee figures presented in this table are yearly averages; 20,000 refugees repatriating in 2005 and another 20,000 repatriating in 2006 are deducted only at the end of each year (see contingency mechanism).



⇒ *Recovery beneficiaries*

36. The following table shows the projected number of refugee students who will benefit from school feeding activities and the number of people who will benefit from FFA:

Activity	Planning figures Sudanese	Planning figures Eritrean	Planning figures Somali	Subtotal male	Subtotal female	Total
FFA refugees	550	100	750	700	700	1 400
FFA host community	2 150	400	2 950	2 750	2 750	5 500
Total FFA	2 700	500	3 700	3 450	3 450	6 900
School feeding (refugees)	13 150	2 000	2 050	11 200	6 000	17 200

The figures represent yearly averages.

Selection of Activities

⇒ *Activity 1 – General food distribution in the refugee camps*

37. Approximately 100,900 refugees in 2005 and 85,800 in 2006 will receive a monthly general food ration. This planning figure includes new births at the current rates of 2.5 percent for Somali and 3 percent for Sudanese refugees, in addition to new arrivals and births of Eritrean refugees (250 people per month) and the repatriation of 40,000 Sudanese refugees in 2005–2006. UNHCR will revalidate the Sudanese refugee caseload in 2004; 20 percent are likely to be recyclers. The initial Sudanese caseload in 2005 is expected to be lower than the actual population in 2003. The Aisha Somali camp, which hosted 14,000 refugees in November 2003, will likely close in 2004 because all refugees have registered for voluntary repatriation.
38. The complete daily food ration for general food distribution amounts to 565 g for Somali refugees, providing 2060 Kcal, 62 g protein and 43 g fat. The ration differs slightly than that for Sudanese and Eritrean refugees, which amounts to 585 g and provides 2,083 Kcal, 72 g protein and 38 g fat. Somali refugees rely on local sources of protein, such as camel milk and goat meat, and do not consume pulses, as the 1999 joint food assessment mission (JFAM) clearly demonstrated. Sugar has been part of the general ration for Somali refugees since the 1980s; it would be very difficult to remove at this stage. The type of cereals provided also varies because Somali and Eritrean refugees do not accept maize.

Implementation

39. General food distributions will be carried out monthly. ARRA, UNHCR's implementing partner for food distribution, will manage final distribution points (FDPs), which are usually close to or within camps, limiting the burden on woman and girl refugees who collect the food.
40. Women's associations and the women distribution committee members will not only be involved in the practical and monitoring phases of distribution, but will take part in decision making. Food will be distributed to the household.



41. In order to ensure that refugees receive their food entitlements, a joint UNHCR/ARRA/WFP/refugee committee will brief refugees on the type and quantity of ration to be distributed. In the event of pipeline shortfalls, ARRA and WFP will ensure that the provision of food to selective feeding programmes is guaranteed, to protect malnourished children, pregnant and lactating women and hospital patients.

⇒ *Activity 2 – Supplementary and therapeutic feeding programmes in the refugee camps*

42. In all camps, supplementary take-home rations will be provided to: children under 5 and between 70 and 80 percent weight for height (WFH); all pregnant and lactating women; medical cases referred by a doctor; and other malnourished adults such as the elderly and disabled. Therapeutic feeding will be provided to children below 70 percent WFH and children with oedema, in addition to medical cases such as people suffering from tuberculosis and HIV/AIDS.
43. Supplementary and therapeutic feeding programmes will be targeted to 6,000 and 140 refugees respectively. The supplementary feeding ration will provide 1,000 Kcal, 36 g protein and 32 g fat. The therapeutic feeding ration will supply 1,769 Kcal, 47 g protein and 93 g fat.

Implementation

44. Supplementary and therapeutic feeding programmes will be implemented in camp health centres run by ARRA staff and financed by UNHCR. Supplementary rations will be pre-mixed at health centres to avoid misuse. Therapeutic feeding rations will be provided to in-patients. As recommended by the 2003 JAM, outreach by community health agents, trained by ARRA, will be strengthened to improve early detection of malnutrition among children.

⇒ *Activity 3 – School feeding programmes in the refugee camps*

45. The school feeding programme will include 17,200 primary school refugee children, with girls accounting for 35 percent of the total; it will be implemented in all camps as of the 2004–2005 school year. Children will receive a mid-morning or mid-afternoon porridge composed of 100 g corn-soya blend (CSB) and 20 g sugar, to provide each child an additional 460 Kcal, 20 g protein and 6 g fat per day.

Implementation

46. ARRA will manage school feeding programmes, except in the Eritrean refugee camp, where the International Rescue Committee (IRC) will continue managing the programme. The average attendance is 20 days per month for ten months each year.
47. UNHCR and WFP will share the cost of kitchen and eating utensils, while UNHCR will pay for cooks and maintenance of the shelters. ARRA will be responsible for managing the schools. UNHCR will fund incentives to encourage girls' enrolment and retention, such as provision of sanitary pads, uniforms and gender-separated latrines.

⇒ *Activity 4 – Food for assets in the host community*

48. For over 10 years, the presence of refugee camps in the Gambella, Benshangul and Somali regions has caused severe deforestation and land degradation in the areas surrounding the camps; the sale of firewood, and production and sale of charcoal are



among the refugees' most important coping mechanisms. Some Sudanese refugees also cultivate marginal and sloping lands, increasing erosion and facilitating gully formation. The host community has often resented these activities.

49. The assets that this PRRO proposes to create or maintain in the host community will be: water and soil conservation structures; demonstration plots; feeder roads; and wood lots. FFA activities will target 5,500 people from host communities and 1,400 from refugee camps. Each participant will receive a 3 g cereal ration per working day, providing 1,650 Kcal, 62 g protein and 9 g fat per person per day for six people.

Implementation

50. The PRRO will implement FFA projects through local and international NGOs and Government bureaux. To overcome the lack of community participation, especially in the west of the country, this PRRO will rely on WFP Ethiopia's country programme unit for technical support and counterpart training on local-level participatory planning and environmental resource management (MERET). In addition to food, the PRRO has budgeted basic non-food items such as hand-tools and training activities to support FFA implementation. During the two-year programme, 6,900 workers are expected to work for 90 days.

Food Basket Ration Scales

51. The ration scale for the programme components reflects experience gained during the previous phases of programme implementation and the recommendations of United Nations agencies⁵. The per capita daily ration for general, supplementary, therapeutic, school feeding and FFA programmes is summarised below:

Commodity (g)	General Sudanese/ Eritrean	General Somali	Supplementary	Therapeutic	School feeding	FFA*
Cereal	500	500				3 000
Pulses	50					
Oil	30	35	20	35		
Salt	5	5				
Sugar		25	15	30	20	
Blended food			200	125	100	
Therapeutic milk**				160		
Total kcal	2 038	2 060	1 000	1 769	460	1 650
Protein (g)	72	62	36	47	20	62
Fat (g)	38	43	32	93	6	9

*FFA assumes a family ration of six persons per household.

** Therapeutic milk is provided by UNHCR.

⁵UNHCR/WFP Guidelines for Selective Feeding Programmes in Emergency Situations, February 1999, WFP Food and Nutrition Handbook, WFP/UNESCO/WHO School Feeding Handbook, 1999.



Institutional Arrangements and Selection of Partners

52. WFP works in partnership with ARRA and UNHCR. ARRA, on behalf of the Government, is responsible for the coordination of refugee assistance and management of refugee camps. UNHCR is responsible for the overall protection, care and maintenance of refugees, including the provision of water, health, education, shelter, community services and complementary food supplies. UNHCR and ARRA are also responsible for the screening and registration of new arrivals and departures, in addition to revalidation.
53. ARRA is responsible for the management of the supplementary and therapeutic feeding programmes and, with the exception of the Wala Nhibi camp, for the management of school feeding activities. In this camp, the IRC has managed the school feeding programme since 2002 and will continue doing so.
54. In the Sudanese camps, WFP, UNHCR and ARRA work closely with the Natural Resource Development and Environmental Protection (NRDEP) agency to provide technical supervision to NGOs implementing FFA, such as ZOA (*Zuid Ost Azie*) Refugee Care; ARRA will be responsible for the food distribution. In the Somali Region, the NGO Hope for the Horn (HFH) will implement FFA activities on behalf of the Livestock Environment Crop Development Bureau (LECDB). WFP will deliver the food directly to FDPs managed by this NGO.
55. Monthly ARRA/WFP/UNHCR food coordination meetings will be held both at the country office and sub-office levels to discuss issues related to pipeline. WFP will also attend biannual and other meetings with local donors.

Capacity Building

56. The WFP country office logistics unit will provide annual training in warehouse management for ARRA logistics staff to improve logistics management and reporting. WFP will also organize annual workshops with ARRA camp and warehouse managers regarding the letters of understanding signed between WFP and ARRA on warehouse management and food distribution.
57. With the assistance of gender focal points, WFP will continue to provide training to staff and implementing partners on gender mainstreaming. Leadership training for women in associations and distribution committees will be provided in 2005. Annual training on school feeding will be organized to integrate lessons learned.
58. FFA implementation will work to build the capacity of NGOs, beneficiaries and Government counterparts, using the country programmes' local-level experience and MERET guidelines on water harvesting and soil conservation.
59. Regional WFP staff and implementing partners (IPs) will be trained in results-based management (RBM) methodology on a yearly basis.

Food Requirements

60. Food requirements for the two years will amount to 50,085 tons, including a 4,744 ton contingency stock to cover the dispersal of 10,000 Somali refugees and accommodate the slow pace of Sudanese refugee repatriation. The tonnage required for each ration category in the two-year period is indicated in the following table.



	General rations	Suppl. rations	Therap. rations	School feeding	FFA	Subtotal	Contingency	Total
Cereals	34 073	0	0	0	3 726	37 799	4 046	41 845
Oil	2 097	88	4	0	0	2 189	200	2 389
Pulses	2 882	0	0	0	0	2 882	340	3 222
Salt	340	0	0	0	0	340	24	364
Famix/CSB	0	879	13	756	0	1 648	118	1 766
Sugar	263	66	3	151	0	483	16	499
Total	39 655	1 033	20	907	3 726	45 341	4 744	50 085

Logistics Arrangements

61. WFP will arrange for the transportation of food from Djibouti port or, in the case of purchases from local suppliers, to the WFP hubs at Nazareth, Dire Dawa and Mekelle. WFP will then transport food to external delivery points (EDPs) in the camps.
62. At the EDPs, ARRA will receive, account for, store and issue WFP food commodities. ARRA will report to WFP every month on the amount of food issued from the EDPs, the ration scale, the number of beneficiaries and stock balances. Final distribution will conform to UNHCR and WFP guidelines.

Local Procurement of Food Commodities

63. If donor contributions are provided, WFP can procure 30 percent of cereals, 54 percent of pulses, 44 percent of CSB/Famix and 100 percent of salt from the local market. This would reduce external transport costs and provide direct support to the local economy.

Monitoring and Evaluation

64. WFP will be responsible for ensuring that the project is effectively monitored. This will be achieved in partnership with stakeholders, following WFP monitoring and evaluation (M&E) guidelines and RBM principles. Monitoring will be done at four levels:
 - commodity movement;
 - food distribution;
 - food use and impact on beneficiaries; and
 - beneficiary participation in food management.
65. The Commodity Movement Processing and Analysis System (COMPAS) has been installed at the Gambella, Jijiga and Mekelle sub-offices, and logistics clerks monitor stock movements at all EDPs. The sub-offices submit regular food distribution reports, which can be compared with food-delivery reports. Payments to ARRA are based on COMPAS reports on food received at EDPs. This system will continue to be used to



ensure that both WFP and ARRA have complete, accurate and timely information on internal shipping, transport and handling (ITSH).

66. WFP staff monitors food distributions, evaluates the impact of food aid at the household level, and assists ARRA in reporting on food distribution and use.
67. WFP will ensure that an M&E strategy, reflecting the RBM approach, is designed and agreed upon with ARRA and UNHCR before the project starts. WFP staff will collect qualitative and quantitative data within the RBM framework on project performance and ECW indicators, for each logical framework outcome, as attached in Annex III. Progress will be analysed biannually with IPs and stakeholders for effective programme oversight. ARRA and WFP staff will be trained on data collection and processing in addition to RBM principles and tools.
68. UNHCR, ARRA and WFP will organize annual nutritional surveys and will maintain a surveillance system through camp health workers, with special attention to pregnant and lactating women and children under 5.
69. In January 2005, special efforts will be made to collect and analyse data on result indicators and assumptions to form the baseline of the PRRO expansion phase. A JAM will be conducted in 2006 with UNHCR, ARRA and other relevant NGOs. The country office and the regional bureau will conduct a mid-term evaluation in the second semester of 2005.

Security Measures

70. Ambushes, random shootings, clashes between Somali factions and military troops, and landmines are the main threats to WFP staff in the Somali region. The Sudanese camps in the west are located in remote areas with poor roads, inadequate medical facilities, and an inefficient security network; commercial vehicles travelling in these areas are subject to banditry. Gambella town and the Pugnido camp are seriously affected by clashes between local tribes.
71. United Nations field security officers, posted in Jijiga and Gambella, conduct regular security assessments and provide local security clearance. All field vehicles and offices are equipped with radios and first-aid equipment. Satellite phones are available at offices in United Nations phase three security areas. The Office of the United Nations Security Coordinator (UNSECOORD) radio room in Addis Ababa provides 24-hour radio contact with field vehicles and field offices. All WFP field staff members in Ethiopia have received radio communication and security awareness (SAT) training. Blast-resistant film has been provided and offices are fully equipped with medical and trauma kits.

Exit Strategy

72. With limited opportunities for self-reliance, WFP can only phase out its assistance if one of the following options occur:
 - a) the refugees return home voluntarily;
 - b) the refugees are resettled in third countries; or
 - c) the number of refugees in Ethiopia falls below 5,000.

Options b) and c) are very unlikely during the timeframe of this PRRO; Option a) will not be complete.



Contingency Mechanism

73. During the two-year period, the repatriation of 40,000 Sudanese refugees has been planned. At this time however, the peace deal in Sudan has not been signed. The food contingency component for slow repatriation is calculated at 10 percent of the total Sudanese population, including all activities.
74. Of the 14,000 Somali refugees remaining at the end of 2004, the JAM calculated that 10,000 could be from south-central Somalia and cannot return because of the political situation. The remaining 4,000 refugees in Somali camps are likely to be Ethiopian Somalis and should be integrated into local communities if the camps close. If conditions improve in south-central Somalia during this PRRO, the 10,000 Somali refugees could opt for repatriation. In this unlikely event, a repatriation package⁶ will be provided for these people under the contingency mechanism.
75. As part of the contingency mechanism, food needs are calculated on the assumption that Sudanese refugees will depart *at the end* of each year. By doing so, WFP can assist all refugees, even if they do not depart until the end of the calendar year. WFP will adjust food and cash requirements and call forwards as necessary. The amount of food planned for contingency purposes is 4,744 tons or 10 percent of the total tonnage.

RECOMMENDATION OF THE EXECUTIVE DIRECTOR

76. The Executive Board is requested to approve this PRRO expansion, designed to benefit 93,350 beneficiaries during the two-year period between 1 January 2005 and 31 December 2006, based upon the project budget indicated in Annexes I and II.

⁶ The repatriation package for Somali refugees consists of a 9-month food ration per person, as agreed upon by WFP, ARRA, UNHCR and the refugees after painstaking negotiations.



ANNEX I

PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost per mt	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Cereals	41 845	187	7 825 015
– Beans	3 222	350	1 127 700
– Vegetable oil	2 389	748	1 786 972
– Iodized salt	365	120	43 800
– Sugar	499	230	114 770
– CSB	1 765	359	633 635
Total commodities	50 085		11 531 892
External transport			4 993 526
Landside transport			4 261 088
Subtotal for ITSH			2 000 145
Total LTSH			6 261 233
Other direct operational costs			147 950
Total direct operational costs			22 934 601
B. Direct support costs (see Annex III for details)			
Total direct support costs			2 052 300
C. Indirect Support Costs (7%)			1 749 069
TOTAL WFP COSTS			26 735 970
¹ This is a notional food basket used for budgeting and approval purposes. The contents may vary depending on the availability of commodities.			



ANNEX II

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff	
International Professional staff	526 600
National Professional Staff	24 000
National General Service staff	667 200
Temporary assistance	21 600
Incentives	41 000
International Consultants	32 600
National consultants	15 000
UNVs	98 400
Staff duty travel	150 000
Staff training and development	20 000
Subtotal	1 596 400
Office expenses and other recurrent costs	
Facility rental	110 000
Utilities (general)	7 200
Office supplies	12 000
Communication and IT services	70 000
Insurance	6 000
Equipment repair and maintenance	20 000
Vehicle maintenance and running costs	70 000
UN Organizations services (WFP's share of common UN Cost in Nairobi)	400
Other office expenses	32 000
Subtotal	327 600
Equipment and other fixed costs	
Furniture, tools and equipment	7 500
Vehicles	101 000
TC/IT equipment	19 800
Subtotal	128 300
TOTAL DIRECT SUPPORT COSTS	2 052 300



ANNEX III

LOGICAL FRAMEWORK SUMMARY—ETHIOPIA PRRO 10127.1			
Vertical hierarchy of results	Objectively verifiable indicators	Means of verification	Assumptions
<p>Goal</p> <p>Contribute to improved or maintained minimum nutritional standards of refugees until they repatriate</p>	<ul style="list-style-type: none"> ➤ Nutritional status of beneficiaries (WFH<2z scores) kept below 5 percent global rate 	<ul style="list-style-type: none"> ➤ Annual nutritional survey reports 	<ul style="list-style-type: none"> ➤ No major disease outbreaks in the camps ➤ Donors' response favourable and timely
<p>Objective 1:</p> <p>Ensure that the daily nutritional needs of refugees, with special attention to women, malnourished children and other vulnerable groups, are met</p>	<ul style="list-style-type: none"> ➤ Percentage of food needs met by the program at household level (target is 100 percent) ➤ Percent of children under 5 suffering from malnutrition expressed as a WFH global acute malnutrition (GAM) z-score 	<ul style="list-style-type: none"> ➤ Post-distribution monitoring reports of WFP and IPs ➤ ARRA quarterly reports from refugee camps feeding centres ➤ Annual nutritional survey reports 	<ul style="list-style-type: none"> ➤ No significant re-distribution of general and supplementary food rations takes place ➤ UNHCR and its partners have sufficient financial resources to continue running health and feeding centres in the camps
<p>Output 1.1:</p> <p>In 2005 and 2006, 100,900 and 85,800 refugees respectively receive full monthly general food rations at 2,100 kcal/person/day</p>	<ul style="list-style-type: none"> ➤ Quantity, composition and energy value of monthly food rations delivered as planned ➤ Number of actual beneficiaries (by gender and age group) receiving food rations ➤ Timeliness of food deliveries ➤ Percentage of household ration cards issued to women 	<ul style="list-style-type: none"> ➤ ARRA monthly EDP and distribution reports ➤ WFP monthly SITREPs ➤ WFP/UNHCR food basket monitoring reports ➤ COMPAS reports ➤ Up-lift reports from main hubs 	<ul style="list-style-type: none"> ➤ No major breaks in the pipeline occur ➤ Access roads to the camps are properly maintained, with UNHCR funding ➤ Refugee caseload is periodically verified
<p>Output 1.2:</p> <p>At least 50 percent of food management and distribution committee members in all camps are women and at least 50 percent of leadership positions are held by women</p>	<ul style="list-style-type: none"> ➤ Percentage of women represented in food management committees ➤ Percentage of women in leadership positions in food management committees 	<ul style="list-style-type: none"> ➤ WFP monthly SITREPs ➤ WFP monthly post-distribution monitoring reports ➤ IP periodic performance reports 	<ul style="list-style-type: none"> ➤ Male household heads do not deter women from participating in food management committees and collecting household food rations ➤ Other domestic chores and responsibilities do not deter women from fully participating in food committees





LOGICAL FRAMEWORK SUMMARY—ETHIOPIA PRRO 10127.1

Vertical hierarchy of results	Objectively verifiable indicators	Means of verification	Assumptions
<p>Output 1.3:</p> <p>Supplementary and therapeutic rations provided to pregnant and lactating women, malnourished children and vulnerable individuals through nutritional feeding centres in camps</p>	<ul style="list-style-type: none"> ➤ Number of beneficiaries, by category, gender and age group, receiving supplementary rations versus planned targets ➤ Number of beneficiaries, by category, gender and age group (including children under 5 with WFH between 70–80 percent), receiving therapeutic rations against planned targets ➤ Percentage of malnourished individuals successfully discharged after participating in therapeutic and supplementary feeding programmes ➤ Quantity, composition and energy value of rations provided by feeding programmes (TFP&SFP) 	<ul style="list-style-type: none"> ➤ WFP monthly SITREP ➤ MCH reports from ARRA/ UNHCR ➤ Nutritional survey reports (annual) 	<ul style="list-style-type: none"> ➤ IP staff running nutrition centre facilities remains adequate in number and professional qualifications ➤ Community Health Agents are available in appropriate numbers to detect and report malnutrition cases at an early stage
<p>Objective 2</p> <p>Households are enabled to invest in human capital by contributing to increased equitable enrolment, attendance and retention of children in primary school, especially girls</p>	<ul style="list-style-type: none"> ➤ Percent enrolment of pupils in primary schools (increase by x%) by sex and grade ➤ Percent increase in school attendance by gender and grade ➤ Percent decrease in school dropout rates by gender and grade 	<ul style="list-style-type: none"> ➤ Biannual and annual school reports by ARRA ➤ Joint WFP/UNHCR/ARRA annual evaluation report 	<ul style="list-style-type: none"> ➤ Resources from UNHCR will be sufficient and consistently available to support complementary activities and provision of non-food items (NFIs) to refugee schools ➤ Repatriation of refugees will cause a minimal disruption of school activities and be contained by UNHCR
<p>Output 2.1:</p> <p>In 2005 and 2006, 18,800 and 15,600 primary school refugee children respectively, of whom at least 35 percent are girls, receive a mid-morning or mid-afternoon snack providing at least 410 kcal/person/day during the school year</p>	<ul style="list-style-type: none"> ➤ Number of students fed, disaggregated by gender and grade ➤ Number of feeding days versus planned ➤ Composition and energy value of the snack provided ➤ Quantity of food delivered as planned 	<ul style="list-style-type: none"> ➤ Monthly ARRA school report ➤ Monthly WFP SITREP ➤ ARRA monthly EDP and distribution reports 	<ul style="list-style-type: none"> ➤ School administrations ensure that snacks are prepared and served to children on a daily basis ➤ NFIs for the preparation and serving of food are available in all schools in adequate quantities and appropriate conditions

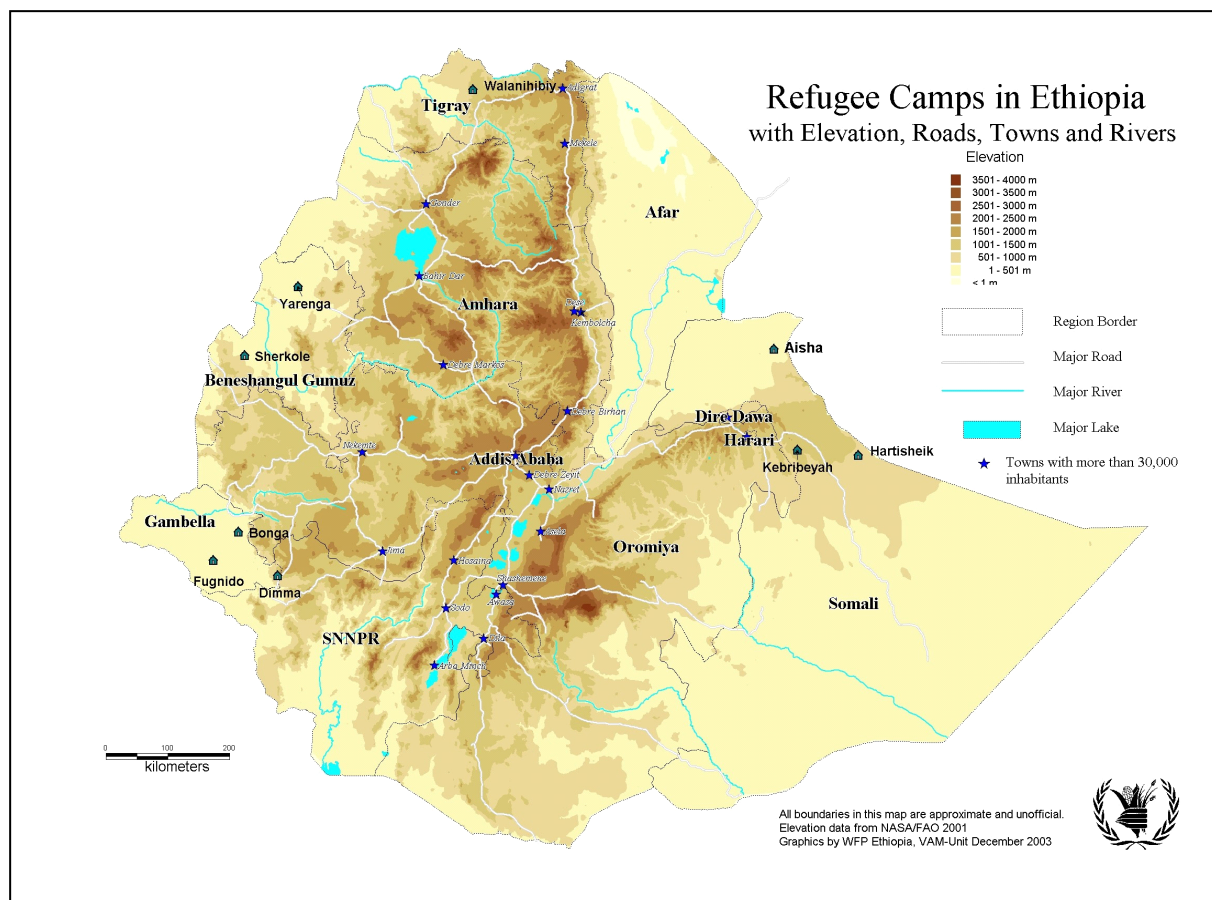
LOGICAL FRAMEWORK SUMMARY—ETHIOPIA PRRO 10127.1

Vertical hierarchy of results	Objectively verifiable indicators	Means of verification	Assumptions
<p>Objective 3:</p> <p>Protect livelihoods and increase resilience to shocks by supporting the rehabilitation of essential household and community assets in refugee-impacted areas</p>	<ul style="list-style-type: none"> ➤ Percent of refugee-affected area re-vegetated ➤ Percent of gully formation (reduced by x%) ➤ Proportion of people involved in environmental rehabilitation activities versus planned ➤ Percentage share of household expenditure allocated to food by the target population 	<ul style="list-style-type: none"> ➤ Monthly or quarterly achievement reports from implementing partners ➤ Monthly WFP SITREPs ➤ Annual evaluation reports ➤ Post-distribution monitoring reports 	<ul style="list-style-type: none"> ➤ Local population actively participates in identification, planning implementation and maintenance of project activities and assets ➤ Natural disasters remain predictable and containable ➤ Number and distribution of assets created is sufficient to minimize effects of natural disasters
<p>Output 3.1:</p> <p>At least 5,500 food insecure people from host communities and 1,400 refugees per year, of whom fifty percent are women, participate in asset creation for environmental rehabilitation</p>	<ul style="list-style-type: none"> ➤ Number of people actively participating in FFA activities and receiving rations, disaggregated by gender ➤ Number of environmental committees trained in local-level participatory planning and MERET technical issues ➤ Number of women in environmental committees ➤ Percentage of women in leadership positions in environmental committees ➤ Number of physical assets created (number of check dams, hectares of gully re-vegetation, number of trees planted, number of people trained) ➤ Composition and energy value of ration provided, per person, per day ➤ Quantity of food delivered versus planned 	<ul style="list-style-type: none"> ➤ Monthly implementing partners' reports ➤ WFP SITREPs ➤ WFP & IP monitoring reports ➤ IP food distribution lists 	<ul style="list-style-type: none"> ➤ Local IPs have sufficient resources to invest in complementary inputs for environmental rehabilitation ➤ Implementing partners are trained by WFP in local-level participatory planning and MERET in 2005 ➤ Regional authorities are supportive of local-level participatory planning ➤ IP staff adhere strictly to WFP food distribution modalities and rations ➤ WFP maintains a healthy pipeline



ANNEX IV

PRRO ETHIOPIA 10127.1



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

ARRA	Administration for Refugee and Returnee Affairs
COMPAS	Commodity Movement Processing and Analysis System
CSB	corn-soya blend
ECW	enhanced commitments women
EDP	external delivery point
FDP	final distribution point
FFA	food for assets
GAM	global acute malnutrition
GDP	gross domestic product
HDI	Human Development Index
HFH	Hope for the Horn
IDP	internally displaced person
IP	implementing partner
IRC	International Rescue Committee
ITSH	internal shipping transport and handling
JAM	joint assessment mission
JFAM	joint food assessment mission
LECDB	Livestock Environment Crop Development Bureau
LTSH	landside transport, storage and handling
M&E	monitoring and evaluation
MERET	managing environmental resources to enable transitions
NGO	non-governmental organization
NRDEP	Natural Resource Development and Environmental Protection
PRRO	protracted relief and recovery operation
RBM	results-based management
SAT	security awareness
SITREP	situation report
SPLA	Sudan People's Liberation Army
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNSECOORD	Office of the United Nations Security coordinator
WFH	weight for height
ZOA	<i>Zuid Ost Azie</i>

