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PROTRACTED RELIEF AND RECOVERY OPERATIONS – ETHIOPIA 200700

Food Assistance for Eritrean, South Sudanese, Sudanese and Somali Refugees

Number of beneficiaries	650,000
Duration of project	3 years (1 April 2015–31 March 2018)
Gender marker code*	2A
WFP food tonnage	534,063 mt
Cost (United States dollars)	
Food and related costs	380,767,136
Cash and vouchers and related costs	11,600,440
Capacity development and augmentation	3,041,013
Direct Support Costs	52,161,646
Indirect Support Costs	31,329,916
Total cost to WFP	478,900,152

*<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

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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

Ethiopia has been hosting refugees escaping from conflict and instability in neighbouring countries for 30 years. The past three years have seen a three-fold increase in refugee numbers. There are currently 640,000 refugees in Ethiopia and WFP is planning to assist 650,000 refugees over the course of this PRRO. While the majority of the refugees are from South Sudan, there are large numbers of Somalis, Sudanese and Eritreans.

Protracted relief and recovery operation 200700 continues to address the food and nutrition requirements of camp-based refugees. The design is based on: i) the 2011 WFP/Office of the United Nations High Commissioner for Refugees joint impact evaluation; ii) the 2012 joint assessment mission by the Government, the Administration for Refugee and Returnee Affairs, the Office of the United Nations High Commissioner for Refugees and WFP; and iii) the 2013–2014 joint health and nutrition survey by the Administration for Refugee and Returnee Affairs, the Office of the United Nations High Commissioner for Refugees, WFP and non-governmental partners.

These studies show that: i) the refugees in camps have limited potential for self-reliance, and that they depend largely on humanitarian assistance; ii) that it would be possible to provide cash and vouchers for the refugees; and iii) that levels of global acute malnutrition are high in Dollo Ado and Gambella camps, which host new refugees from South Sudan.

WFP will continue to support refugees through food assistance for vulnerable people, targeted supplementary feeding, school feeding and blanket supplementary feeding for children under 5 in camps where global acute malnutrition rates are above the emergency threshold. Combined cash and food transfers will continue, with the option of expansion after an external evaluation at the end of 2014.

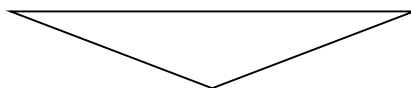
WFP's partners will be the Administration for Refugee and Returnee Affairs, the Office of the United Nations High Commissioner for Refugees and non-governmental organizations.

WFP will continue to consult beneficiaries to identify needs and adapt its programmes accordingly, and will engage with protection actors to mitigate protection risks.

Refugees are expected to return to their countries of origin once the situation has stabilized, but this is unlikely in the near future.

Protracted relief and recovery operation 200700 is in line with Strategic Objectives 1 and 2 of the Strategic Plan (2014–2017) and contributes to Millennium Development Goals 1, 2, 3, 4, 5 and 7.

DRAFT DECISION*



The Board approves the proposed protracted relief and recovery operation Ethiopia 200700 “Food Assistance for Eritrean, South Sudanese, Sudanese and Somali Refugees” (WFP/EB.2/2014/8-B/6).

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

SITUATION ANALYSIS

Context

1. Despite limited development and chronic food insecurity, Ethiopia has been hosting refugees escaping conflict and insecurity in neighbouring countries for 30 years. According to the Office of the United Nations High Commissioner for Refugees (UNHCR) Ethiopia was hosting 640,000 registered refugees as of August 2014, of whom 49.7 percent were women or girls.
2. The number of refugees requiring WFP food assistance has increased sharply in the last few years. The highest influx was registered in the first nine months of 2014, when 200,000 South Sudanese refugees arrived. Under this protracted relief and recovery operation (PRRO), WFP plans to assist 650,000 refugees.
3. Ethiopia's refugee population is 39 percent South Sudanese, 38 percent Somali, 16 percent Eritrean, 6 percent Sudanese and 1 percent other nationalities. Of these refugees, 57 percent are under 18 and 23 percent are school aged.
4. The refugees are hosted in camps that provide basic services such as water, sanitation, shelter, health and education. WFP's school feeding, implemented in all camps that provide primary education,¹ reached 48,000 children in 2013.
5. The 2012 joint assessment mission identified the need for firewood for cooking as a major concern for the refugees and host communities. Widespread cutting of trees degrades the environment and creates tensions between refugees and local people. There is also a risk to women of gender-based violence when they leave the camps to gather firewood.
6. Repatriation is not yet an option, and resettlement to third countries is available to only a small number of refugees. The Government does not consider local integration to be an option.²

Food Security and Nutrition

7. The 2012 joint assessment mission confirmed that the refugees are almost totally dependent on general food rations because access to farmland and income-generating opportunities outside the camps are restricted. Some refugees grow vegetables, which constitute a minimal contribution to their food security; a few receive remittances from abroad. The joint assessment showed that trading and bartering of food are common. Refugees often sell part of the general ration, especially cereals, at very poor terms of trade to buy other foods or to satisfy other needs.³
8. The joint UNHCR/WFP impact evaluation⁴ recommended that WFP explore the use of cash or vouchers in refugee camps where markets are functional.⁵
9. In 2013 WFP, the Administration for Refugee and Returnee Affairs (ARRA) and UNHCR launched a combined cash and food transfer intervention in two refugee camps in the

¹ Primary schools were opened in 16 camps in 2013; primary education will commence in the three new camps at Gambella, which opened in early 2014.

² Refugees are considered "temporary guests" and are expected to return to their countries of origin.

³ Cash assistance has reduced these food sales; WFP is urging partners to provide complementary assistance.

⁴ See WFP/EB.1/2012/6-E.

⁵ A 2012 assessment showed that markets are functioning in many parts of the country, especially for staple grains. Fruit, vegetables and livestock products are also available in certain parts of the country.

Jijiga area, with positive results: the poor food consumption score was reduced from 18 percent to 8 percent, a 55 percent reduction, borderline food consumption fell from 35 percent to 17 percent, and adequate food consumption improved from 47 percent to 75 percent. The refugees, particularly women, appreciated the flexibility of cash and the resulting enhanced dignity and negotiating power with retailers.⁶ WFP plans to expand combined cash and food transfers following an evaluation in December 2014, in consultation with UNHCR and ARRA.

10. Women are the main decision-makers with regard to food and determine feeding practices for young children in 80 percent of refugee households. Small households with one to three members were found to be the most food-insecure in the refugee camps.
11. Levels of acute malnutrition are stable at under 10 percent in most of the camps, but global acute malnutrition (GAM) exceeds the emergency threshold in the camps at Dollo Ado, Afar and Gambella.⁷ A joint ARRA/UNHCR/WFP mission is monitoring malnutrition in Dollo Ado to determine the causes; a nutrition survey is under way in the Afar camps and malnutrition is being monitored in Gambella as newcomers arrive; GAM is currently at 25 percent. The condition of refugees in Gambella improved markedly in a few weeks after their relocation to the camps. Stunting rates are below 20 percent in most camps in Dollo Ado, Gambella and Jijiga, 20 percent to 29 percent in the Tigray and Afar camps, and between 30 percent and 39 percent in Shimelba in Tigray and Kebribeyah in Jijiga.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

12. The Government maintains an open-door policy for refugees, in line with the 1951 Geneva Convention Relating to the Status of Refugees and its 1967 Protocol and with the 1969 Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa. Ethiopia's 2004 Refugee Proclamation is the legal basis for access to protection and assistance whereby asylum seekers are granted provisional refugee status. Once their status has been decided, refugees are referred for settlement to the camps, but a modified out-of-camp policy has been in place since 2010 that enables refugees to live anywhere as long as relatives or friends support them.
13. The combined cash and food assistance is in line with the Government's "cash-first principle" for food assistance, and with Ethiopia's Growth and Transformation Plan (2011–2015).

Policies, Capacities and Actions of other Major Actors

14. The WFP/UNHCR Memorandum of Understanding and country-level agreement include the Government as a party. The agreement outlines roles and responsibilities for implementation of PRRO 200700 with respect to food and cash transfers. Non-governmental organizations (NGOs) provide support for health and nutrition activities and the promotion of water, sanitation, hygiene, shelter, livelihoods and environmental issues; ARRA ensures

⁶ Joint WFP/UNHCR post-distribution survey for pilot cash distribution for Somali refugees, October 2013.

⁷ UNHCR/ARRA/WFP standard health and nutrition survey, April 2014. GAM averages 20.5 percent in Dollo Ado.

security, coordination, registration, camp management, food distribution, primary education and health.

Coordination

15. Assistance for refugees is coordinated by ARRA and UNHCR. Meetings involving ARRA, UNHCR, WFP, other United Nations agencies, NGOs and donors are held every two months in Addis Ababa; there are also coordination meetings at the zone and camp levels. Regular meetings are held on health and nutrition, education and livelihoods. Refugee issues are also discussed at meetings of the humanitarian country team.

OBJECTIVES

16. The aim of PRRO 200700 is to meet the basic nutritional needs of refugees, in line with the Strategic Plan (2014–2017).⁸ The objectives are to:
- enable refugees to meet minimum levels of food security (Strategic Objective 1);
 - treat and reduce acute malnutrition in children, pregnant and lactating women (PLW) and other vulnerable refugees with special nutritional needs (Strategic Objective 1);
 - stabilize school enrolment of refugee girls and boys in WFP-assisted schools (Strategic Objective 2); and
 - increase livelihood and environmental opportunities for refugees and host communities in fragile transition situations (Strategic Objective 2).
17. The PRRO contributes to Millennium Development Goals 1, 2, 3, 4, 5, and 7.⁹

WFP RESPONSE

Nature and Effectiveness of Food Security Assistance to Date

18. WFP provides food assistance through general distributions for all refugees, supplementary rations as part of the targeted nutritional interventions, and school feeding. A small non-food intervention aims to support livelihoods and environmental rehabilitation projects in refugee areas, complementing the resources of partners.
19. WFP, ARRA and UNHCR started a combined cash and food intervention in two refugee camps in the Jijiga area in mid-2013; it was extended to Bambasi camp in May 2014 and to Assayta camp in September 2014. Expansion to Adi-Arush camp is planned for November 2014. An evaluation at the end of 2014 will be the basis for expansion of the cash assistance component under PRRO 200700.
20. WFP will continue to support refugees through PRRO 200700, using lessons learned in PRRO 200365 and in line with the recommendations of the joint impact evaluation¹⁰ for

⁸ WFP/EB.A/2013/5-A/1. Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies.

⁹ MDG 1 – Eradicate extreme poverty and hunger; MDG 2 – Achieve universal primary education; MDG 3 – Promote gender equality and empower women; MDG 4 – Reduce child mortality; MDG 5 – Improve maternal health; MDG 7 – Ensure environmental sustainability.

¹⁰ Technical Assistance to NGOs International. 2011. *The Contribution of Food Assistance to Durable Solutions in Protracted Refugee Solutions*. Commissioned by WFP and UNHCR; ref: OE/2011/026. Summary report for the Board: WFP/EB.1/2012/6-E.

alternative food-assistance modalities. The WFP/UNHCR cash programme review,¹¹ which recommended an evaluation of the food assistance modality at the end of 2014 with a view to expansion to other camps, will also be considered.

21. The Ethiopia country office was a case study for the evaluation of the 2009 gender policy¹² and will further enhance its capacities for gender-sensitive programming. A gender strategy will be established with related partnerships to achieve a more structured approach to gender equality in the context of food security in Ethiopia.

Strategy

⇒ *Relief*

22. All camp-based refugees will receive targeted food assistance. The camps receiving combined cash and in-kind transfers will continue to do so, and the scheme will be expanded during PRRO 200700. The combined basket consists of 10 kg of cereals, 1.5 kg of pulses, 1.5 kg of SuperCereal, 900 g of vegetable oil, 450 g of sugar, 15 g of salt and the equivalent of USD 5.20.
23. WFP will provide targeted supplementary feeding (TSF) for all moderately acutely malnourished children aged 6–59 months and for malnourished pregnant and lactating women. Children aged 6–23 months will receive blanket supplementary feeding (BSF) in camps where GAM exceeds 15 percent, and BSF will be extended to children aged 24–59 months.¹³
24. The therapeutic feeding centres in camps run by UNHCR and NGO partners through community programmes provide therapeutic milk and Plumpy’Nut for severely malnourished children; UNHCR provides iron fortification tablets for pregnant and lactating women.
25. Community outreach workers supported by UNHCR and WFP through ARRA disseminate health and nutrition messages to refugees and visit refugee households with the purpose of improving consumption patterns and infant feeding practices, and of identifying malnourished children requiring treatment and follow-up. Some NGO partners have set up fathers-to-fathers groups to enhance child feeding and care.
26. In partnership with UNHCR, ARRA and NGOs, WFP will provide complementary foods to enhance dietary diversity. The cash contribution for refugees has already helped to increase dietary diversity by enabling refugee households to purchase fresh produce.

⇒ *Early recovery*

27. In partnership with UNHCR, ARRA, the United Nations Children’s Fund (UNICEF) and NGOs, WFP will provide all school-age children enrolled in refugee primary schools with a prepared mid-morning or mid-afternoon snack.¹⁴ The cost per child per year is USD 35.
28. Income-generating activities promoted by NGOs in some camps – beekeeping, fruit and vegetable growing, fish farming and poultry rearing are examples – will continue with

¹¹ Joint UNHCR/WFP Programme Review on Cash for Food Assistance, 15 February 2014.

¹² See: OEV/2013/008 or WFP/EB.1/2014/5-A.

¹³ There will be no overlaps; children receiving TSF will transition to BSF, as appropriate.

¹⁴ Pre-school children are also receiving school meals; the number is expected to increase with the opening of primary schools in the Gambella camps, where numbers increased from 40,000 to 200,000 in 2014.

financial and technical support from WFP.¹⁵ Environmental interventions that also address protection risks for women and girls will focus on the use of efficient stoves to save energy; UNHCR is piloting the use of bio-gas, with co-funding from WFP.¹⁶ WFP works through the Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods system and the Productive Safety Net Programme to rehabilitate degraded environments and promote watershed management in project areas, prioritizing vulnerable women and small families.

29. To maximize accountability WFP, ARRA and UNHCR will pilot a fingerprint-based registration system for general food distributions. WFP will advocate for implementation of the UNHCR/ARRA/WFP standard operating procedures for verification and registration in all refugee camps.
30. In line with its 2012 humanitarian protection policy,¹⁷ WFP and partners will ensure safety, dignity and accountability by ensuring that protection is part of programme design, assessments, implementation and monitoring. The agencies will focus on particularly vulnerable groups such as the elderly, disabled and unaccompanied minors to ensure that they receive assistance. The country office protection adviser will ensure that new staff are trained in protection skills and will help integrate protection aspects in the project cycle.¹⁸

Hand-Over Strategy

31. The Government does not permit the integration of refugees; they will be assisted by WFP and partners as long as necessary. Resettlement opportunities to third countries are very limited, and durable solutions for Eritrean, Somali, South Sudanese and Sudanese refugees are uncertain. Repatriation of Somali refugees could occur during PRRO 200700 if conditions are peaceful enough.
32. Most refugees are expected to remain in Ethiopia and to be dependent on food assistance while they are in the camps. Gardening and income-generation programmes to supplement the food basket will contribute to increased self-sufficiency.

Beneficiaries and Targeting

33. Arriving refugees are initially registered in the UNHCR progress database, and ration cards are issued when second-level registration is complete. WFP and UNHCR are piloting a continuous registration/verification system in some of the camps.
34. WFP distributes monthly rations to all refugees registered by UNHCR and ARRA residing in camps or settlements.
35. The beneficiary planning figure for 2015–2018 (see Table 1) is 650,000 people. This represents a 1.5 percent increase from current refugee figures (640,000 as of end of August 2014). Should the increase be beyond this level, WFP will carry out a budget revision of PRRO 200700.

¹⁵ WFP will cover the costs of training, tools, seeds and fuel-efficient stoves, and will support partners and monitor their activities.

¹⁶ A pilot in Bambasi camp may be scaled up as a long-term source of fuel that would eliminate the need to leave the camps to find wood and reduce tensions between refugees and host communities.

¹⁷ WFP/EB.1/2012/5-B/Rev.1

¹⁸ Country office staff were trained in protection in 2013.

36. Beneficiary numbers for nutrition interventions are based on the prevalence of GAM in children under 5 and estimates of the number of PLW. School feeding figures are based on the number of school-aged children in the camps and available and planned schools and infrastructure.

TABLE 1: BENEFICIARIES BY ACTIVITY (2015–2018)*			
	Boys/men	Girls/women	Total
General food distribution	328 100	321 900	650 000**
Targeted supplementary feeding – children 6–59 months	11 900	11 500	23 400
Targeted supplementary feeding – pregnant and lactating women	-	5 900	5 900
Blanket supplementary feeding – children 6–23 months	26 300	25 700	52 000
Blanket supplementary feeding – children 24–59 months	27 000	26 300	53 300
School feeding	56 400	54 100	110 500
Livelihood activities (total over three years)	20 000	30 000	50 000
TOTAL***			650 000

* Maximum beneficiary numbers; food requirements were calculated on the basis of monthly estimates.

** 54,000 beneficiaries, of whom 26,700 are women or girls, will receive combined cash and food from general food distribution.

*** Beneficiaries are counted only once.

NUTRITIONAL CONSIDERATIONS AND RATIONS/TRANSFERS

37. Refugees depend mainly on WFP's monthly food assistance; they have little or no access to farmland or income-earning opportunities.
38. The general food basket consists of cereals, pulses, fortified blended foods, vegetable oil, sugar and salt that provide 2,100 calories per person per day and meet WFP's guidelines in terms of energy, protein, fat and micronutrient content.
39. Cereals are usually whole wheat grain or sorghum. WFP will continue to provide a 20 percent top-up to compensate refugees for milling costs. Mills provided by WFP, UNHCR and partners are located in the camps and entry points; they are usually managed by NGOs or refugee women's cooperatives. In some cases, commercial millers grind the grain near the camps.
40. The combined cash and in-kind transfers will continue, targeting refugees in selected camps entitled to general rations. Entitlement cards will be checked at distribution sites against UNHCR beneficiary lists. All refugees will receive a food basket; the current cereal component will be reduced by 6 kg per person per month, which will be replaced with the cash equivalent of USD 5; this will be distributed by ARRA at distribution sites together with the food entitlements. WFP hopes to expand the cash component of the ration in line with the evaluation of the pilot and consultations with UNHCR and ARRA.
41. Assessments show that areas near the selected refugee camps have functional markets, adequate roads, sufficient wholesalers and retailers and access to loans. Traders are able to respond to the additional demand created by the cash intervention.

42. Consultations with ARRA, UNHCR and refugees indicated a preference for cash. Retailers are not currently in a position to implement a voucher scheme, and many fear late payments and a consequent lack of liquidity to replenish supplies. In view of this, and because vegetable oil and sugar are not easily available, the mixed modality is considered the most appropriate.
43. The alpha value of the combined cash and in-kind operation is 1.08, which is acceptable¹⁹ considering that refugees sell part of the food basket at poor terms of trade and that the combined basket promotes flexibility, dignity and dietary diversity.

TABLE 2: RATION/TRANSFER BY ACTIVITY (g/person/day)						
	General ration	Arrival/transit ration	BSF 6–23 months	TSF 6–59 months	TSF: PLW/BSF: 24–59 months	School feeding
Cereals ^a	450/283 in camps where cash introduced					
SuperCereal	50	-	200	200	200	100
Pulses	50	-	-	-	-	-
Vegetable oil	30	-	25	25	25	15
Sugar	15	-	20	20	20	20
Iodized salt	5	-	-	-	-	-
High-energy biscuits	-	300	-	-	-	-
SuperCereal Plus	-	-	200 ^b	-	-	-
Plumpy'Sup	-	-	-	92 ^c	-	-
Cash/voucher (USD/person/month)	5.5	-	-	-	-	-
Total	600 433 if cash	300	200	92	245	135
Kcal/day	2 166 1 615 if cash	1 374	787	500	1 105	589
% kcal from protein	13.5 13.0 if cash	12.8	16.6	10.2	10.6	10.4
% kcal from fat	17.2 21.7 if cash	33.4	23.2	54.9	31.8	35.2
No. of feeding days/year/month as applicable	365	3	90–180	60–90	90–180	220 ^d

^a Subject to 20 percent top-up to compensate for milling.

^b BSF beneficiaries will receive corn-soya blend (CSB)++ or the premix of CSB+, vegetable oil and sugar, depending on availability.

^c TSF beneficiaries will received Plumpy'Sup or the premix of CSB++, vegetable oil and sugar, depending on availability.

^d 22 days/month for ten months.

¹⁹ Indicates that the combined cash and food basket cost 8 percent more than only food: this is considered acceptable, especially in view of the advantages it provides.

44. Plumpy'Sup will be provided for targeted children aged 6–59 months. Pre-mixed SuperCereal, oil and sugar are provided for pregnant and lactating women. SuperCereal Plus will be used for BSF to prevent undernutrition among children aged 6–23 months.
45. On arrival at pre-registration or entry points, all refugees will receive 300 g of high-energy biscuits per day as immediate assistance until they transfer to transit centres in the camps.

	General feeding	Arrival/transit centres	BSF: 24–59 months	TSF: PLW and others	BSF: 6–23 months	School feeding	Total
Cereals	379 080	-	-	-	-	-	379 080
SuperCereal	35 100	-	11 513	4 470	11 232	7 293	69 608
Pulses	35 100	-	-	-	-	-	35 100
Vegetable oil	21 060	-	1 439	548	1 404	1 094	25 545
Sugar	10 530	-	1 151	449	1 123	1 459	14 712
Iodized salt	3 510	-	-	-	-	-	3 510
High-energy biscuits	-	81	-	-	-	-	81
SuperCereal Plus	-	-	-	-	2 995*	-	2 995
Plumpy'Sup	-	-	-	1 483**	-	-	1 483
Dates	1 950	-	-	-	-	-	1 950
Cash/voucher (USD)	10 692 000	-	-	-	-	-	10 692 000
TOTAL	486 330	81	14 103	6 950	16 754	9 846	534 063

* TSF beneficiaries will receive CSB++ or the premix of CSB+, vegetable oil and sugar, depending on availability. There is no double counting.

** BSF beneficiaries will receive Plumpy'Sup or the premix of CSB+, vegetable oil and sugar, depending on availability. There is no double counting.

IMPLEMENTATION ARRANGEMENTS

Participation

46. The camps have refugee committees, associations for women and young people and food management committees, in which half of the members are women, that deal with issues related to food assistance and help ARRA to manage food distributions by selecting food scoopers and crowd controllers from among the refugees. They also ensure that there are separate queues for women, with priority for pregnant and lactating women and other vulnerable groups.
47. To ensure protection, discussions with women and vulnerable groups are organized during assessments and monitoring to cover issues such as access to distribution points and markets, and safety and security. The 2013 WFP/UNHCR post-distribution survey found that 99 percent of women felt safe when accessing distribution sites, and 94 percent were aware of their food and cash entitlement.
48. The refugees, particularly women, are consulted to obtain information about food security, beneficiary-contact monitoring and post-distribution issues. WFP and its partners organize sensitization sessions before and after distributions.

49. Complaint and feedback mechanisms are managed in the camps by ARRA and UNHCR; representatives of WFP and food-distribution committees also participate. Complaints are recorded and solutions are sought immediately; issues that cannot be addressed immediately are referred to the relevant stakeholders.

Partners and Capacities

50. WFP's main cooperating partners are ARRA, UNHCR and NGOs. ARRA is responsible for camp security and management and for receiving, storing and distributing WFP-supplied food and cash.
51. Weak capacity in the Government, especially for food storage and distribution and for reporting, may result in inefficiencies in implementation of PRRO 200700. WFP is augmenting the training of ARRA staff with refresher courses in cash assistance and exchanges of experience among the camps.
52. The NGOs Action Against Hunger, GOAL, the International Medical Corps, *Médecins sans frontières* and Save the Children are cooperating partners, primarily for supplementary feeding in the Dollo Ado and Gambella areas, where most refugees arrive.
53. School feeding is implemented in collaboration with ARRA and UNHCR. The International Rescue Committee implements school feeding in Tigray region. The numerous unaccompanied children are protected by the International Rescue Committee and ARRA; WFP participates in protection task forces at these camps.
54. Tuberculosis and HIV and AIDS patients receive treatment according to national protocols in the camps, except when UNHCR refers them to government health facilities.
55. Partnerships are governed by field-level agreements. Cooperating partners submit monthly cooperating partner distribution reports on food and cash assistance and quarterly reports on progress and challenges. WFP prevents food losses by training the staff of cooperating partners in food management and storage; because staff turnover is high, the training has to be continuous.

Procurement

56. The refugee operation receives mostly in-kind food contributions. When cash contributions are received, foods such as SuperCereal and pulses can be purchased locally if prices are competitive.

Logistics

57. WFP uses commercial firms to transport imported food from Djibouti to its warehouses in Nazareth, Jijiga and Mekele. Different arrangements apply for locally purchased food, depending on type: WFP transports blended foods from suppliers to its warehouses; cereals and pulses are delivered to the warehouses by the suppliers.
58. Food is then transported in commercial trucks to the refugee camps. Warehouses in the camps are managed by ARRA and NGOs. In view of the poor state of roads during rainy seasons, two-month stocks of food are pre-positioned in the camps when resources allow.

Transfer Modalities

59. WFP, its cooperating partners and refugee representatives have carried out preparatory assessments and prepared risk assessments with mitigation actions in the camps where combined cash and food transfers are implemented.

60. To mitigate the risk of rising food prices WFP, UNHCR and ARRA will frequently monitor markets, supply chains and the use of cash through discussions and jointly-developed checklists; WFP will adapt its implementation plans accordingly. A contingency stock of cereals will enable WFP to revert to food transfers if market prices increase excessively.
61. Cash distributions may pose security problems. WFP will continue to monitor security conditions, and ARRA will continue to employ local escorts for cash deliveries. Distributions will be phased to reduce transport risks and prevent the accumulation of large amounts of cash at distribution sites.
62. If WFP does not receive sufficient contributions to implement the cash transfers as planned, it will revert to food transfers if food is available to ensure that beneficiaries receive their full entitlement.

Performance Monitoring

63. A monitoring and evaluation plan for the refugee programme is in place at the WFP country office. WFP monitors are present at distribution sites with checklists for each activity; indicators for immediate analysis and follow-up have been prepared. Monitors conduct random checks of food baskets distributed to households to ensure that beneficiaries receive their entitlements.
64. WFP and UNHCR monitor beneficiary contacts on a quarterly basis to assess indicators for the logical framework. Quantitative data is complemented by qualitative data from group discussions with refugees, especially women and other vulnerable groups. The agencies also carry out qualitative case studies on gender and protection, particularly in camps where combined cash and in-kind assistance is provided.
65. The food security follow-up survey scheduled for the first quarter of 2015 will be the baseline for PRRO 200700. Information will be collected for the main indicators, food consumption scores and coping strategy index; follow-up surveys will measure progress in implementation.
66. WFP will increase its monitoring of food prices in markets near the refugee camps. If prices rise sharply, the cash transfer value may have to be changed, or WFP may have to switch back to in-kind food assistance. Consultations with beneficiaries will be part of the decision.
67. Monitoring reports are analysed at the sub-office level so that corrective measures can be implemented promptly. Commercial companies will be contracted to establish food security baselines and carry out follow-up studies; they will recommend adjustments to implementation arrangements as necessary.
68. An external evaluation of PRRO 200700 will be carried out with support from Headquarters.

RISK MANAGEMENT

69. Drought and flooding could destabilize agricultural production, threaten assets and livelihoods and increase food insecurity. Other challenges include increased arrivals of refugees from Eritrea, Somalia and South Sudan. Insecurity is increasing, especially clan conflicts in pastoral areas and unrest near international borders, which are likely to disrupt livelihoods and markets. High food and fuel prices and high inflation are expected to continue to affect the food security of the refugees.

70. The country office monitors the cross-border situation with WFP offices and UNHCR in neighbouring countries; the Ethiopia country office is part of a contingency planning group coordinated by the United Nations Office for the Coordination of Humanitarian Affairs. If there were to be a major refugee influx, WFP would produce a budget revision to meet increased requirements.
71. With support from the regional bureau, the country office is enhancing its emergency preparedness by updating its risk register, familiarizing staff with minimum preparedness and emergency readiness actions and identifying capacities and gaps to ensure that adequate mitigation measures are in place.

Security Risk Management

72. The security situation is a constant concern because the refugee camps are in border areas or conflict zones and are threatened by occasional internal violence. The border dispute with Eritrea, terrorism in Somalia and conflict in South Sudan may also constitute risks to WFP's operations. If the security situation deteriorates access will be limited, which will constrain logistics and monitoring activities.
73. The camps in Gambella, Tigray, Dollo Ado are in security level 3 areas; the camps in Afar and Benishangul Gumuz are at security level 2. The camps in Gambella are located in remote areas with poor roads, inadequate medical facilities and frequent security incidents. There are high levels of insecurity in most of the Somali region and areas near the refugee camps as a result of reported terrorist infiltration.
74. United Nations area security coordinators in Jijiga, Gambella, Dollo Ado and Mekele carry out regular assessments and provide clearances for staff movements. All WFP offices apply minimum operating security standards and minimum security and telecommunications standards. Offices are equipped with medical and trauma kits, and field vehicles are equipped with radios and first aid equipment. Satellite telephones are available at offices in level 3 security areas. The United Nations Department of Safety and Security radio room in Addis Ababa and WFP's radio rooms in Gambella and Jijiga provide 24-hour radio contact with field vehicles and offices. WFP field staff are trained in radio communications, first aid and security awareness.

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (USD)	Value (USD)
Food			
Cereals	379 080	93 706 238	
Pulses	35 100	19 936 420	
Oil and fats	25 545	28 017 988	
Mixed and blended food	74 166	47 225 308	
Others	20 172	10 440 656	
Total food	534 063	199 326 611	
External transport		70 228 705	
Landside transport, storage and handling		102 570 136	
Other direct operational costs: food		8 641 684	
Food and related costs¹		380 767 136	380 767 136
Cash and vouchers		10 692 000	
Related costs		908 440	
Cash and vouchers and related costs		11 600 440	11 600 440
Capacity development and augmentation			3 041 013
Direct operational costs			395 408 589
Direct support costs (see Annex I-B) ²			52 161 646
Total direct project costs			447 570 235
Indirect support costs (7.0 percent) ³			31 329 916
TOTAL WFP COSTS			478 900 152

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

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

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

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
Staff and staff-related	
Professional staff	18 056 611
General service staff	8 896 266
Danger pay and local allowances	653 441
Subtotal	27 606 319
Recurring and other	4 999 310
Capital equipment	5 635 125
Security	3 752 547
Travel and transportation	9 105 846
Assessments, evaluations and monitoring¹	1 062 500
TOTAL DIRECT SUPPORT COSTS	52 161 646

¹ Reflects estimated costs for when these activities are carried out by third parties.



ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Cross-cutting		
Gender Gender equality and empowerment improved	Proportion of households where females and males together make decisions over the use of cash, voucher or food Proportion of women beneficiaries in leadership positions of project management committees Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	Implementing partners and WFP provide training in gender sensitization and project management for partners, WFP staff and refugees. Funding is available for capacity development.
Protection and accountability to affected populations WFP assistance delivered and utilized in safe, accountable and dignified conditions	Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme sites Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain) Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)	Partners and WFP provide training in programme and protection issues, entitlements and complaint procedures. Funding is available for capacity development.
Partnership Food assistance interventions coordinated and partnerships developed and maintained	Proportion of project activities implemented with the engagement of complementary partners Number of partner organizations that provide complementary inputs and services Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks)	Partners are able to provide complementary inputs and services. Partners report complementary funds they invest in the project.



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ANNEX II: LOGICAL FRAMEWORK

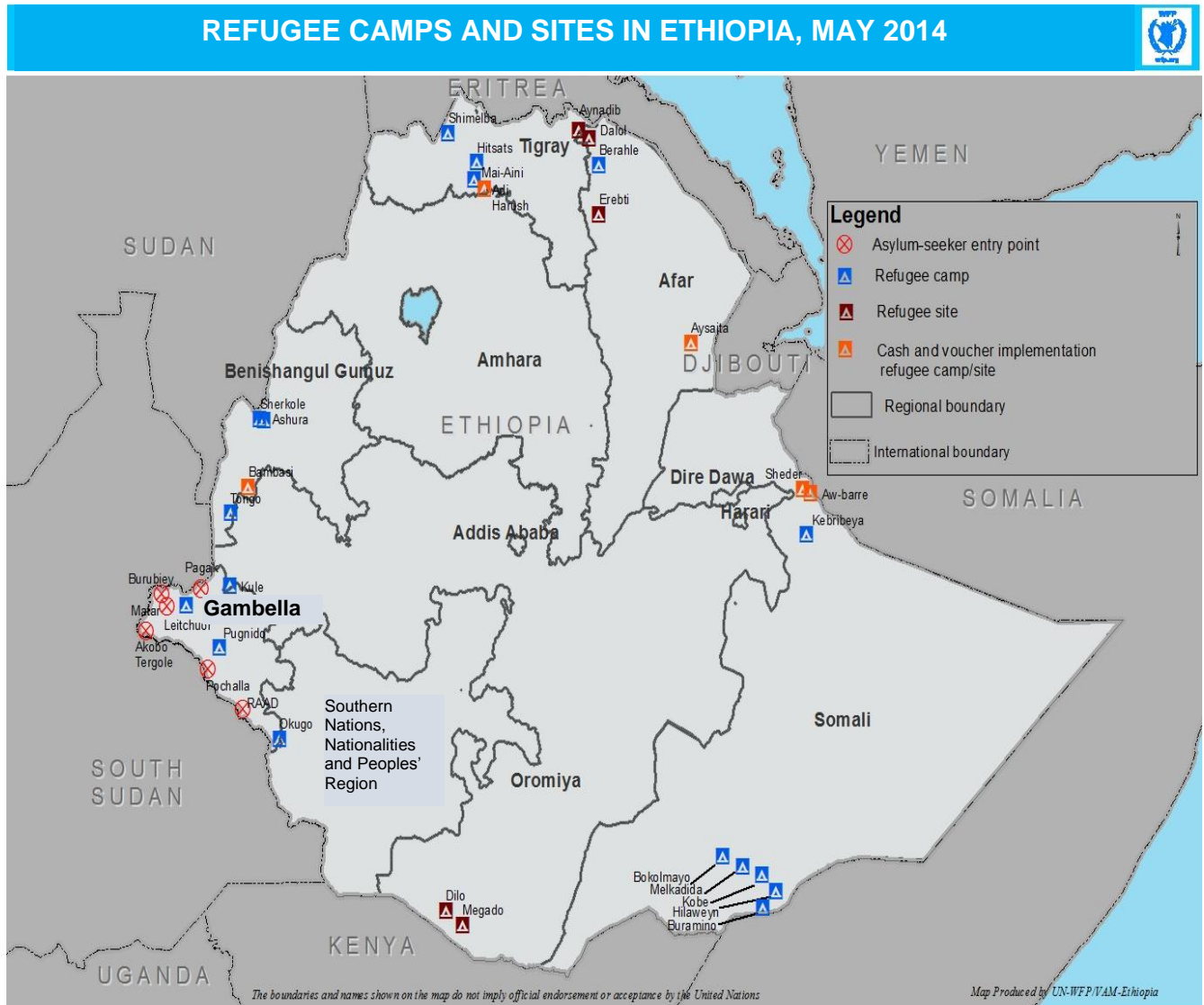
Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
<p>Outcome 1.1 Stabilized or reduced undernutrition among children aged 6–59 months and pregnant and lactating women</p>	<p>Moderate acute malnutrition (MAM) treatment default rate (%)</p> <p>MAM treatment mortality rate (%)</p> <p>MAM treatment non-response rate (%)</p> <p>MAM treatment recovery rate (%)</p> <p>Proportion of target population who participate in an adequate number of distributions</p> <p>Proportion of eligible population who participate in programme (coverage)</p>	<p>Partners continue to address food insecurity in refugee and host communities.</p> <p>Partners provide accurate reports on analysis results; UNHCR shares health and information system information with WFP.</p>
<p>Outcome 1.2 Stabilized or improved food consumption over assistance period for targeted households and/or individuals</p>	<p>Food Consumption Score (FCS): percentage of households with poor Food Consumption Score (male-headed)</p> <p>FCS: percentage of households with poor Food Consumption Score (female-headed)</p> <p>Diet Diversity Score (male-headed households)</p> <p>Diet Diversity Score (female-headed households)</p>	<p>Partners continue to address food insecurity in refugee and host communities.</p> <p>Partners provide complementary services as planned.</p> <p>Resources are available and the pipeline is uninterrupted.</p> <p>Resources are available for baseline studies and results available for establishing targets.</p>
<p>Output 1.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p>	<p>Donors fund the refugee PRRO.</p>



ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p>Output 1.2 Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively</p>	<p>Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling</p>	<p>Refugee women attend training and awareness sessions.</p> <p>Enough nutrition outreach volunteers are available in refugee communities.</p>
<p>Output 1.3 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>Donors fund the refugee PRRO.</p>
<p>Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies</p>		
<p>Outcome 2.1 Improved access to assets and/or basic services, including community and market infrastructure</p>	<p>Retention rate (boys) in WFP-assisted primary schools</p> <p>Retention rate (girls) in WFP-assisted primary schools</p> <p>Enrolment (boys): Average annual rate of change in number of boys enrolled in WFP-assisted primary schools</p> <p>Enrolment (girls): Average annual rate of change in number of girls enrolled in WFP-assisted primary schools</p>	<p>Communities contribute labour.</p> <p>Resources are available for livelihood and environment programmes.</p>
<p>Output 2.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p>	<p>Donors fund the refugee PRRO.</p>

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

ARRA	Administration for Refugee and Returnee Affairs
BSF	blanket supplementary feeding
CBS	corn-soya blend
FCS	food consumption score
GAM	global acute malnutrition
MAM	moderate acute malnutrition
NGO	non-governmental organization
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
TSF	targeted supplementary feeding
UNHCR	Office of the United Nations High Commissioner for Refugees