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**Executive Board  
Second Regular Session**

**Rome, 14–17 November 2011**

# PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9

*For approval*



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## PROTRACTED RELIEF AND RECOVERY OPERATIONS – ETHIOPIA 200290

### Responding to Humanitarian Crises and Enhancing Resilience to Food Insecurity

Number of beneficiaries	3,977,000 (yearly maximum)
Duration of project	2 years (1 January 2012–31 December 2013)
WFP food tonnage	1,026,793 mt
<b>Cost (United States dollars)</b>	
WFP food cost	447,122,963
Total cost to WFP	814,995,412

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval**

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

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms I. Carpitella, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).

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## EXECUTIVE SUMMARY

Ethiopia has a fast-growing economy but is one of the world's poorest countries: it ranks 157<sup>th</sup> of 169 countries on the 2010 human development index, with 23 million people living below the national poverty line.

Ethiopia is prone to weather-related shocks. Vulnerability to food insecurity is predominantly rural and linked to topography, land degradation and variability of rainfall: 15 million rural people are vulnerable to food insecurity, and acute malnutrition among children frequently reaches “serious” and “critical” levels in these areas.

In 2011, drought in southern areas, economic shock and harvest failure led to increased relief food needs, but humanitarian food needs are expected to decrease from the 2011 level in the next two years. Food security in 2012 should improve with a good harvest in November-December 2011, but a poor winter rains in southern pastoral areas would extend the current crisis into 2012.

WFP's programme is based on its country strategy (2012–2015) and the United Nations Development Assistance Framework (2012–2015), which support the Government's transformation agenda. The operation will build on its predecessor, with interventions supporting capacity development and risk reduction in the country programme; it contributes to government programmes focused on preventing food crises and enhancing resilience.

The objectives are to:

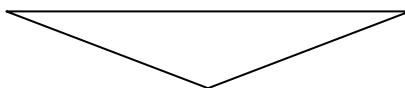
- help emergency-affected households to reduce the impact of shocks by addressing their food needs;
- support Productive Safety Net Programme households and communities in improving food security, resilience and recovery from disaster; and
- support food-insecure households in reducing or stabilizing moderate acute malnutrition among children under 5 and pregnant and lactating women.

WFP supports the Government in assisting people facing transitory acute food insecurity and contributes to the assessment of food and non-food needs, focusing on early-warning capacity and emergencies.

The Productive Safety Net Programme protects chronically food-insecure people from acute food insecurity: WFP covers requirements in pastoral areas, improves community management and enhances government capacity for food management and the planning and implementation of public works. WFP's targeted supplementary feeding will focus on highly food-insecure districts.

This operation is aligned with Strategic Objectives 1 and 2 and the United Nations Development Assistance Framework and will contribute to Millennium Development Goals 1, 3, 4, 5 and 7. Its capacity development interventions support the disaster risk management system in the country programme. WFP works with the United Nations Children's Fund, the Ministry of Health and the Ministry of Agriculture.

## DRAFT DECISION\*



The Board approves the proposed protracted relief and recovery operation Ethiopia 200290 “Responding to Humanitarian Crises and Enhancing Resilience to Food Insecurity” (WFP/EB.2/2011/9-C/2).

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

## SITUATION ANALYSIS AND SCENARIOS

### Context

1. Ethiopia, the second most populous country in sub-Saharan Africa, has a population of 80 million,<sup>1</sup> of whom 84 percent live in rural areas and 41 percent are women.<sup>2</sup> Most of the rural population are small-scale farmers; 8 percent are pastoralists.
2. Ethiopia has one of the fastest-growing economies in Africa with annual gross domestic product averaging 11 percent since 2003/04;<sup>3</sup> the share of agriculture declined from 57 percent in 1996 to 42 percent in 2009/10, but it is still a major sector in terms of development and poverty reduction.
3. Despite economic growth, Ethiopia remains one of the poorest countries in the world, with a per capita income of US\$991;<sup>4</sup> it ranks 157<sup>th</sup> of 169 countries in the 2010 human development index. The number of people living below the national poverty line declined from 50 percent in 1994/95 to 38 percent in 2004/05 and was estimated at 29 percent in 2009/10.<sup>5</sup> Poverty rates are still high, however: 23 million people live below the national poverty line.<sup>6</sup>

### The Food Security and Nutrition Situation

4. Ethiopia is disaster-prone and vulnerable to food insecurity and shocks related to uncertain rainfall. Vulnerability is predominantly rural and linked to topography and land degradation: 15 million people in rural areas are highly vulnerable to food insecurity.<sup>7</sup>
5. Hazards include drought, floods, disease, conflict, economic shocks and climate change.<sup>8</sup> Rainfall has become erratic since the 1990s in relation to El Niño and La Niña. In highland areas, 50 percent of land is degraded; in pastoral areas, over-grazing and poor management are increasing desertification.<sup>8</sup>
6. The densely populated highlands of Amhara and Tigray, the lowlands of Oromiya, parts of Southern Nations, Nationalities and People's Region and pastoral areas of Somali and Afar regions are especially vulnerable to food insecurity. Vulnerable households have

<sup>1</sup> Central Statistical Agency. 2007. *Population and Housing Census 2005*. Addis Ababa.

<sup>2</sup> Food and Agriculture Organization of the United Nations. *The State of Food and Agriculture 2010–2011: Women in Agriculture*. Rome.

<sup>3</sup> Ministry of Finance and Economic Development. 2010. *Growth and Transformation Plan 2011–2015*. Addis Ababa. Average annual growth of gross domestic product has been 10 percent since 2003/04.

<sup>4</sup> United Nations Development Programme. 2010. *Human Development Report 2010* [referring to 2008]. New York.

<sup>5</sup> Ministry of Finance and Economic Development. 2008. *Dynamics of Growth in Ethiopia*. Addis Ababa. The national poverty line uses consumption-based measures.

<sup>6</sup> Ministry of Finance and Economic Development. 2010. *Growth and Transformation Plan 2011–2015*. Addis Ababa.

<sup>7</sup> Ministry of Finance and Economic Development. 2006. *Ethiopia, building on progress: Plan for accelerated and sustained development to end poverty*. Addis Ababa.

<sup>8</sup> United Nations Development Assistance Framework (UNDAF) Country Analysis, 2010.

limited access to resources and few labour opportunities and face seasonal shortages of food; household heads have little education.<sup>9</sup>

7. Annual cereal production per capita increased from 150 kg in 2003/04 to 213 kg in 2007/08,<sup>10</sup> but a third of rural households farm less than 0.5 ha, which is inadequate for an average family. Agriculture is dependent on rainfall: only 6 percent of irrigable land is actually under irrigation.<sup>10</sup> Livestock production also depends on rainfall, and off-farm opportunities are limited. Women contribute significantly to agricultural production but have heavier workloads and less access to resources and services. Women farmers are usually self-employed and also responsible for sanitation, childcare, food preparation and collection of wood and water.
8. Economic shocks are a recent phenomenon. The marketing system still has to overcome constraints linked to poor infrastructure and weak market information, institutions and policies. Over 70 percent of farmers have marketable surpluses under 25 kg, so markets are vulnerable to supply shortfalls in poor production years. Trade capacity is weak and internal marketing remains inefficient. Vulnerability to economic shocks is concentrated among poor net buyers of food. Smallholder farmers generate 95 percent of agricultural production, but 30 percent of them are net buyers of food.<sup>11</sup>
9. The three droughts since 2007 affected pastoral and agro-pastoral communities in the east and south-east and *belg* (February–June) crop areas. The drought and economic crisis in 2008 left 6.4 million people in need of assistance; 7.5 million people were assisted through the Productive Safety Net Programme (PSNP). Since then, 12 million people per year have received relief or PSNP assistance.
10. In 2011 the Horn of Africa drought, economic shock and *belg* harvest failure left 4.5 million people in need of relief food by the middle of the year. Cereal markets had a supply shock and food prices rose above 2008 levels, resulting in high food insecurity among poor people.
11. The latest national nutrition survey<sup>12</sup> shows malnutrition among children aged 6–59 months at 38 percent (stunting), 34 percent (underweight) and 12 percent (wasting); 54 percent of children are anaemic; it also indicates that 29 percent of women of child-bearing age are malnourished, with a body mass index under 18.5. The 2005 Ethiopia Demographic Health Survey reported anaemia at 27 percent among women generally. Only 5 percent of households consume sufficient iodized salt. Vitamin A supplementation is only 43 percent among children aged 6–24 months. Malnutrition is caused by inadequate food consumption, mainly as a result of poverty, low access to healthcare, poor sanitation, inadequate feeding for infants and young children and high levels of infectious disease and AIDS.

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<sup>9</sup> Canadian Hunger Foundation. 2007. Ethiopia: The Path to Self-Resiliency Study. Vol. I: Final Report. Available at <http://www.chf-partners.ca/food-security/publications/food-security/ethiopia-the-path-to-self-resiliency.html>

<sup>10</sup> Ministry of Agriculture. 2010. Agriculture Sector Policy and Investment Framework. Addis Ababa.

<sup>11</sup> UNDAF Country Analysis, 2010.

<sup>12</sup> Ethiopian Health and Nutrition Research Institute. 2010. *Nutrition Baseline Survey Report for the National Nutrition Program of Ethiopia*. Addis Ababa.

## Scenarios

12. During protracted relief and recovery operation (PRRO) 200290, humanitarian food needs are expected to fall from the 2011 level.<sup>13</sup> Food security in 2012 is expected to improve in view of forecasts of a good November–December harvest in 2011, but a poor October–December rainy season in southern pastoral areas would extend the crisis into 2012.
13. Risks related to drought, floods, conflict and increasing food prices remain. The forecast number of people requiring relief assistance is 2.8 million annually for 2012 and 2013.<sup>14</sup> Further assessments will be carried out as needed and numbers adjusted accordingly. A budget revision will be implemented if necessary.
14. The PSNP is expected to cover 1 million food-insecure households in Somali region and 8 million people nationally by 2012: it provides a predictable transfer that mitigates risks. Pastoral areas are expected to need food transfers during this period as a result of market and implementation capacity issues despite anticipated increases in domestic food availability.
15. Continuing acute malnutrition, particularly in disaster-affected areas, will require WFP to continue support for a response to moderate acute malnutrition (MAM). WFP will also support a response to stunting and a shift to community-based nutrition programmes, which are expected to reduce MAM over time. The WFP intervention to reduce stunting will be embedded in the country programme.

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## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

### Policies, Capacities and Actions of the Government

16. The Growth and Transformation Plan (GTP) 2011–2015 aims to: i) sustain faster and more equitable economic growth; ii) maintain agriculture as a major source of growth; iii) promote industry to transform the economy; iv) enhance economic infrastructures; v) focus on human development; vi) develop capacity and improve governance; and vii) promote the employment of women and empowerment of young people. The GTP provides a cohesive strategy to reduce poverty and food insecurity in a sustainable and equitable manner.
17. In 2010 the Government and partners launched the Comprehensive African Agricultural Development Plan business plan, which covers agricultural growth, disaster risk management, food security and sustainable land management.
18. To improve disaster preparedness and mitigation, the Government is investing in early warning, strategic stocks and the Food Security Programme, which addresses the causes of rural household food insecurity, reduces vulnerability to disaster, improves food consumption and helps with the building of assets. The four components are the PSNP, the

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<sup>13</sup> Based on the expected improvement in the *kiremt* (June–September) rainfall, a good harvest at the end of the year and the benefits of development work to improve food security.

<sup>14</sup> The estimate of 2.8 million beneficiaries is based on triangulating for each *woreda* data on the population requiring relief assistance in non-drought years, estimates of recovery requirements from the 2011 drought and price shock, agriculture growth trends and the population. Totals are added to give regional and national estimates.

Household Asset-Building Programme, the Complementary Community Investment Programme and a resettlement programme.

19. The Pastoral Task Force helps to guide roll-out of PSNP to pastoral areas. It builds on lessons learned from pilot activities to define its activities, working with the Public Works Coordination Unit of the Natural Resources Development Directorate. WFP is a member of the task force and will use its position to improve implementation capacities in pastoral areas.
20. A disaster risk management (DRM) system is being drafted on the lines of the Hyogo Framework for Action. To improve disaster response, the Government is developing a National Incident Management System.
21. The Government's commitment to tackling malnutrition was demonstrated by the launch of the five-year National Nutrition Strategy in 2008 and the National Nutrition Programme in 2009. In line with the "first 1,000 days"<sup>15</sup> approach, the aim is to ensure sustainable adequate nutrition for all, with priority for children under 2 and pregnant and lactating women, and to address the nutritional needs of people living with HIV. The national guidelines on the management of MAM are being revised.

### **Policies, Capacities and Actions of other Major Actors**

22. Under strong government leadership, the Delivering as One framework developed by the United Nations agencies in Ethiopia improves collective responses to the priorities in the Growth and Transformation Plan; it is reflected in the United Nations Development Assistance Framework (UNDAF), which includes both humanitarian and development activities. With regard to nutrition, the United Nations Children's Fund (UNICEF) and WFP work together to support management of acute malnutrition; UNICEF addresses severe acute malnutrition and supports therapeutic feeding, while WFP is responsible for addressing moderate acute malnutrition through targeted supplementary feeding.
23. Bilateral donors and the World Bank are discussing policy and the design and monitoring of government programmes in DRM and nutrition; the World Bank manages multi-donor trust funds supporting PSNP and a fund supporting the capacity development for delivery of basic social services by federal and regional governments. International non-governmental organizations (NGOs) support regional governments in implementing DRM and nutrition programmes.

### **Coordination**

24. The disaster risk management and food security sector (DRMFSS) of the Ministry of Agriculture coordinates DRM and food security at the federal and regional level; it chairs the DRMFSS pillar of the Rural Economic Development and Food Security Platform, and uses oversight committees to bring partners together. WFP and other development partners are on PSNP committees and also meet in the Donor Working Group.
25. The humanitarian country team coordinates United Nations agencies, NGOs and other humanitarian actors. Disaster response is coordinated through a multi-agency forum led by DRMFSS. WFP is the cluster lead for logistics and emergency information and communications technology. Food assistance and PSNP interventions at the federal level are coordinated through the Food Management Task Force chaired by DRMFSS.

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<sup>15</sup> Malnutrition in the first 1,000 days from conception can affect mental and physical development into adulthood.



26. The Ministry of Health coordinates nutrition issues; DRMFSS coordinates emergency nutrition responses. Donors and NGOs working in nutrition are coordinated primarily by the Donor Working Group. A group of development partners has formed a separate technical working group on nutrition.

## OBJECTIVES OF WFP ASSISTANCE

27. The specific objectives of PRRO 200290 are to:
- help emergency-affected households to reduce the impact of shocks by addressing their food needs (Strategic Objective 1);
  - support PSNP households and communities in improving food security, resilience and recovery from disaster (Strategic Objective 2);
  - support the most vulnerable and food-insecure households in reducing or stabilizing moderate acute malnutrition among children under 5 and pregnant and lactating women (Strategic Objective 1).<sup>16</sup>
28. The PRRO aims to enhance community resilience through relief, PSNP and targeted supplementary feeding (TSF) components. The national relief programme focuses on disaster response in areas not covered by PSNP, which is concerned with disaster mitigation, adaptation to climate change and recovery after shocks; it responds in PSNP *woredas* (districts) in major emergencies. The TSF component addresses MAM in the most food-insecure *woredas*.
29. The PRRO includes capacity development measures related to disaster preparedness and response, while major investments in capacity development are included in the country programme to support DRM. The PRRO contributes to Millennium Development Goals 1, 3, 4, 5 and 7.<sup>17</sup>

## WFP RESPONSE STRATEGY

### Nature and Effectiveness of Food Security-Related Assistance to Date

30. The preceding PRRO 106650 (2008–2011) supported DRM through national relief and PSNP programmes, explored pastoralist interventions and created linkages with nutrition and HIV and AIDS. The country programme addresses causes of food insecurity in collaboration with Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods (MERET).<sup>18</sup> The Purchase for Progress pilot is helping to strengthen the connection of farmers to markets.
31. WFP's capacity development for DRM has focused in recent years on revision of national early warning guidelines, development of *woreda* disaster risk profiles and training for government counterparts in the household economy approach. WFP has enhanced the capacity of the National Meteorological Agency to measure rainfall and used

<sup>16</sup> The United Nations country team will align PRRO 200290 documentation with the UNDAF under Delivering as One, including the logical framework.

<sup>17</sup> 1: Eradicate extreme poverty and hunger; 3: Promote gender equality and empower women; 4: Reduce child mortality; 5: Improve maternal health; 7: Ensure environmental sustainability.

<sup>18</sup> Meret means "land" in Amharic. The MERET component in the country programme supports sustainable land management by developing best practices for community-based watershed development.

the data to develop software to predict crop or pasture failure and trigger PSNP risk financing; this function is being handed over to DRMFSS. The Food Management Improvement Project is investing in grain reserves, a national food-tracking database, improved warehouse management and quality controls, and 20 trucks with maintenance support in Somali region with a view to improving government preparedness and response capacities.

32. The mid-term evaluation of PRRO 106650 found that it had responded to a significant increase in demand for food transfers and that resources had been distributed rapidly to food-insecure households.<sup>19</sup> It recommended enhanced targeting for relief, PSNP and food-management systems and improvements to TSF through more accurate targeting, development of an emergency-response mechanism and improved communications and links across sectors.

### Strategy Outline

33. This PRRO contributes to WFP's country strategy for 2012–2015, which is aligned with the UNDAF (2012–2015), and supports the Government's transformation agenda. It responds to the country strategy objectives of enhancing capacities to reduce disaster risk and preventing food and nutrition inadequacy from diminishing nutrition, education and health outcomes. Cross-cutting issues include commitments to women and mainstreaming of HIV and AIDS interventions.<sup>20</sup>
34. WFP's comparative advantage in Ethiopia is its ability to provide food assistance, support national efforts to reduce child malnutrition and develop DRM capacities. Lessons learned from piloting cash and voucher transfers under the country programme can be applied to PRRO 200290 in future.
35. The capacity development interventions in PRRO 200290 complement the country programme by focusing on disaster preparedness and response. Anticipated longer-term investment by the Government and partners in DRM, sustainable land management, agricultural productivity and child nutrition will reduce vulnerability over time, decreasing the need for food assistance.

### Relief Component

36. The Government's relief programme assists people facing transitory acute food insecurity caused by natural disasters or conflict. WFP will contribute food transfers in response to droughts as long as cereal markets remain weak, especially in pastoral areas,<sup>21</sup> and will continue to support DRM by focusing on early warning and risk profiling, preparedness measures such as strategic grain reserves, improved supply chains and support for the National Incident Management System, especially at the regional and local levels; WFP will hand over the hubs-and-spokes<sup>22</sup> logistics system and will continue to support preparedness and response capacities.

<sup>19</sup> "Summary Report of the Mid-Term Evaluation of Protracted Relief and Recovery Operation Ethiopia 106650 (2008–2010)" (WFP/EB.2/2010/6-E).

<sup>20</sup> The HIV care and treatment in urban areas component is included in the 2012–2015 country programme.

<sup>21</sup> WFP monitors markets in areas where supply is constrained by seasonality, security, road access, etc.

<sup>22</sup> Set up in October 2008 by DRMFSS and WFP in Somali region. It included setting up hubs for receipt, storage and dispatch of food closer to distribution points and establishing committees for better coordination.

## Productive Safety Net Programme Component

37. This provides predictable multi-year support for the most food-insecure people by protecting food consumption with a view to moves to more resilient livelihoods, especially through community works that help reduce vulnerability. A risk financing mechanism addresses transitory needs in PSNP districts in emergencies. In a large-scale shock, the relief programme augments PSNP support. Roll-out of PSNP will add 17 *woredas* in Somali region and is expected to reach 8 million people nationally by 2012. In view of the severity of the drought in southern pastoral areas in 2011 community works are expected to focus on recovery in 2012, guided by the Government's Pastoral Implementation Manual.
38. The national PSNP provides half of its transfers in cash, a trend that is expected to increase. The Government and its PSNP partners have asked WFP to provide food transfers in pastoral areas where food management and implementation capacity is weak; WFP will continue to support capacity development for food management and risk financing. With regard to public works in pastoral areas, WFP will advocate for consultation, seasonality, complementarity with other programmes and local coordination. The country programme will support capacity development in line with MERET to improve PSNP community works. WFP aims to improve the impact of PSNP through improved monitoring and impact assessment and through advocacy, as recommended by the mid-term evaluation.

## Targeted Supplementary Feeding Component

39. The TSF intervention will focus on highly food-insecure *woredas* and those identified as "hotspot priority one".<sup>23</sup> It will support government MAM interventions with food supplements for beneficiaries identified through nutrition screening by the Ministry of Health, supported by UNICEF and the Enhanced Outreach Strategy for Children (EOS)<sup>24</sup> and at child health days (CHDs).<sup>25</sup> WFP will support NGO CMAM activities in selected areas. The TSF will link with the UNICEF-supported out-patient therapeutic programme and support roll-out of a health extension programme in the lowlands that addresses the requirements of a mobile population. This will integrate responses to acute malnutrition into the health sector, for example with monthly nutrition monitoring linked to targeting. Because HIV prevalence is low in rural areas, nutritional rehabilitation for people on anti-retroviral therapy will continue under the health service.

## Hand-Over Strategy

40. WFP's hand-over will depend on developing government capacities to respond to food insecurity and malnutrition at all levels. WFP and the Government will collaborate with partners to improve capacities in potential hand-over areas.

<sup>23</sup> *Woredas* are classified as "hotspots" on the basis of information from the early warning system. For "hotspot priority one" the Government uses phase III famine indicators triangulated with indicators of increased malnutrition, surveys indicating malnutrition greater than or equal to 15 percent global acute malnutrition and 3 percent severe acute malnutrition, or increased admissions to therapeutic feeding centres.

<sup>24</sup> EOS with TSF will operate until the Health Extension Package can address the nutritional needs of food-insecure children and pregnant and lactating women in recurring situations of food insecurity.

<sup>25</sup> A campaign mode of delivering Vitamin A, deworming and nutrition screening. CHDs are organized locally and delivered by health extension workers with support from voluntary community health workers.

## BENEFICIARIES AND TARGETING

41. This PRRO will assist the most food-insecure people and those vulnerable to acute food insecurity. The following groups will require food assistance:
- disaster-affected food-insecure households;
  - food-insecure PSNP households in areas with poor access to markets or low capacity to implement cash transfers; and
  - acutely malnourished children under 5 and pregnant and lactating women.
42. The national relief programme identifies household food and livelihood needs using the household economy approach. The provisional forecast of people requiring relief assistance in 2012 and 2013 is 2.8 million annually.
43. WFP and DRMFSS expect to assist 70 percent of relief beneficiaries – 2 million people – under the relief component; this does not include requirements arising from natural disasters or conflict, which would require additional resources; contingency plans are regularly updated. The remaining beneficiaries are expected to be covered by the Joint Emergency Operation, a consortium of NGOs.
44. Geographical targeting is based on seasonal assessments and the early warning system. Households are targeted by communities on the basis of criteria established at the federal level; the targeting guidelines are being revised with WFP support.<sup>26</sup> Under the relief component in areas at risk of global acute malnutrition above 15 percent, DRMFSS and WFP will provide fortified blended foods and general distribution rations for 35 percent of the targeted relief population – children under 5, pregnant and lactating women, elderly, disabled and malnourished people and anti-retroviral therapy clients. This will be reviewed during PRRO 200290.
45. In 2011, PSNP reached 7.8 million people in 317 districts. The PSNP component is intended to cover food transfers in Afar region, Borena zone of Oromiya region, the pastoral areas of Southern Nations, Nationalities and Peoples region and Somali region for 1.4 million beneficiaries annually, providing food support for six months a year. Targeting is community-based: it uses vulnerability indicators and there is an appeals mechanism. Households remain in PSNP until they have enough assets to graduate. In view of the 2011 drought and vulnerability in pastoral areas, WFP will provide a full food basket and will monitor implementation to ensure that needs are met.<sup>27</sup>
46. Planned TSF coverage is based on experience in highly food-insecure *woredas*. It will target 817,000 children and pregnant and lactating women each year, out of which 556,000 are children. If greater coverage is required, the PRRO budget will be revised. These beneficiaries will be identified through routine nutrition screening by health extension workers; children are referred on the basis of weight-for-height measurements by community volunteers.<sup>28</sup> In the absence of a health post, beneficiaries will be identified by

<sup>26</sup> They will include regional guidance to help communities to focus targeting criteria.

<sup>27</sup> The PSNP basic transfer consists of 15 kg of cereal or the cash equivalent. If resources are available, a food transfer including pulses and vegetable oil is given. In pastoral areas WFP plans food transfers that include pulses and vegetable oil.

<sup>28</sup> Mid-upper arm circumference criteria are: children: entry <12 cm, exit >12 cm; pregnant and lactating women: entry <21 cm, exit >21 cm.

mid-upper arm circumference measurements on Ministry of Health campaign days. Geographic targeting will be guided by annual DRMFS assessments.

Activity	Men/boys	Women/girls	Total
Relief	1 020 000	980 000	2 000 000
PSNP	692 000	664 000	1 356 000
TSF	Boys: 317 000	Girls: 239 000 Pregnant and lactating women: 261 000	817 000
<b>Adjusted totals*</b>	<b>1 952 000</b>	<b>2 024 000</b>	<b>3 977 000</b>

\* Totals were adjusted to avoid double-counting. Each year, 24 percent of TSF beneficiaries also receive PSNP or relief assistance. Beneficiaries for each activity receive food assistance for different periods, averaging three months.

## NUTRITIONAL CONSIDERATIONS AND RATIONS

47. WFP rations will supply 2,050 kcal/person/day from cereals, pulses and vegetable oil.
48. Individual relief rations are provided at general food distributions. A blanket supplementary ration of fortified blended food is used for special nutritional needs in emergency-affected areas with high global acute malnutrition levels.
49. Under PSNP, WFP provides household rations based on participation in community-based food for work in public work projects. Where adults are unable to participate or a household has more than five members, individual rations are given.

	Relief	Relief: blanket supplementary feeding	PSNP	TSF
Cereals	500		500	
Pulses	50		50	
Vegetable oil	15		15	32
Supercereal		150		208
<b>TOTAL</b>	<b>565</b>	<b>150</b>	<b>565</b>	<b>240</b>
<b>Total kcal/day</b>	<b>2 050</b>	<b>570</b>	<b>2 050</b>	<b>1 112</b>
% kcal from protein	11.7	18.9	11.7	13.5
% kcal from fat	15.6	14.2	15.6	35.6
Feeding day/year/month	270	30 days/month	180	90

50. The TSF rations are designed to prevent MAM and treat acute malnutrition. Children and pregnant and lactating women will receive Supercereal and vegetable oil for three months because recovery can be expected in that time. The rations are in line with national supplementary feeding programmes and Sphere standards.<sup>29</sup> The national MAM guidelines

<sup>29</sup> The Sphere Project. 2011. *Humanitarian Charter and Minimum Standards in Humanitarian Response*. UK, Practical Action.

are being revised: when they have been endorsed by the Government, WFP will revise TSF accordingly. WFP, the Government and private-sector organizations are working on local production of a supplementary food.

<b>TABLE 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)</b>				
	<b>Relief</b>	<b>PSNP</b>	<b>TSF</b>	<b>Total</b>
Cereals	540 000	292 896		832 896
Pulses	54 000	24 408		78 408
Vegetable oil	16 200	7 322	4 629	28 151
Supercereal	56 700		30 638	87 338
<b>TOTAL</b>	<b>666 900</b>	<b>324 626</b>	<b>35 267</b>	<b>1 026 793</b>

## IMPLEMENTATION ARRANGEMENTS

### Participation

51. For the relief component, community committees and local officials register households and manage food distributions; the duration of assistance for *woredas* varies according to rains and food production. WFP monitors registration and food distributions and informs beneficiaries about entitlements and timing. WFP and its partners ensure implementation of HIV interventions according to the emergency intervention package.<sup>30</sup> Distributions will continue in the mornings; the police will minimize the risks to women of suffering harassment.
52. For the PSNP component, beneficiaries help to select and prioritize public works under the community-based planning approach. Activities that reduce the burden on women will be prioritized; separate work norms for women and men will be developed. Training will focus on HIV mainstreaming and avoidance of stigma and discrimination.
53. For the TSF component, women community representatives distribute food to beneficiaries identified in nutrition screening, facilitate communications between programme implementers and communities and discuss constraints with *woreda* officials at post-distribution meetings; feedback is reported to WFP. Beneficiary checklists are used to monitor assistance. Ration cards and TSF papers will carry messages on HIV and mother-and-child nutrition and health.

### Partners

54. The DRMFSS relief programme allocates relief food each month on the basis of recommendations of the Prioritization Committee. In Somali region, however, WFP uses the hub-and-spokes system.<sup>22</sup>
55. The PSNP component is also implemented by DRMFSS through regional governments, which send allocations of food and cash transfers to districts each month; DRMFSS is accountable for allocation, distribution and reporting. The hub-and-spokes system will be

<sup>30</sup> Inter-Agency Standing Committee guidelines for HIV interventions in emergencies set out the responsibilities of United Nations agencies.



used for WFP food in Somali region. WFP will help the Government to use the risk financing mechanism in pastoral areas to address transitory needs.

56. The TSF component will be implemented in partnership with DRMFSS, the Ministry of Health and UNICEF, which helps regional health bureaux to train health workers to detect and treat acute malnutrition and to refer moderate cases to supplementary food distributions. The DRMFSS regional offices are responsible for transporting food, with support from WFP, and ensuring that food is replenished monthly at health posts.
57. Where there is no screening for malnutrition, EOS or child health days are organized every three or six months at which children under 5 receive health services, including vitamin A supplements and deworming, and are assessed for malnutrition.

### Capacities

58. In view of limited implementation capacity in pastoral areas, the Government and its partners are training PSNP implementers and hiring technical assistants, with WFP technical support. WFP will base its participatory livelihood initiatives on the Government's Pastoral Implementation Manual.

### Environmental Impact

59. WFP will apply the Environmental Social Management Framework<sup>31</sup> to ensure that public works activities are environmentally sound.

### Logistics

60. Djibouti will remain the main port of entry for internationally sourced food; if it becomes congested, the ports of Berbera and Port Sudan can be used. WFP is responsible for transporting imported and locally procured food to warehouses and is establishing a humanitarian logistics base in Djibouti with storage facilities for WFP and other operations in the region.
61. For the relief and PSNP components, WFP will hand over food at government warehouses and cooperating partners will deliver and distribute it; in Somali region, WFP will continue to manage the full supply chain. For TSF, the new arrangement is to deliver food at health posts.
62. A new DRMFSS tracking and reporting system will follow food deliveries from procurement to utilization to improve the transparency and accountability of partners' transactions.

### Strategic Food Reserve

63. WFP will continue to use food loans from the Emergency Food Security Reserve. If requested by the Government, WFP logistics will provide technical and policy advice on expansion of the grain reserves.

### Procurement

64. WFP has long experience of local food purchases: in 2009 and 2010, it procured 200,000 mt of food in Ethiopia and assisted the Government in purchasing 84,000 mt of wheat. WFP will continue to procure from the most economical markets.

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<sup>31</sup> Programme implementation manual for PSNP.

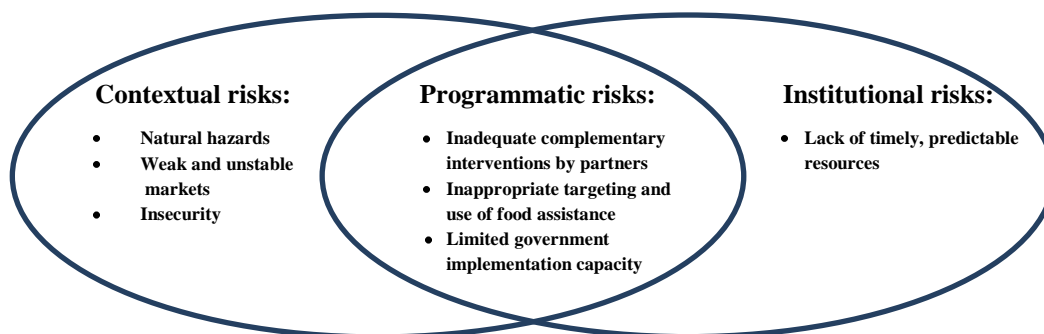
65. In line with the Growth and Transformation Plan, WFP could support the marketing of agricultural products, for example by: i) scaling up local purchases; ii) continuing its support for local producers of fortified blended foods; iii) training inspection companies in food quality and safety and providing technical support; iv) linking smallholders with markets through Purchase for Progress; and v) providing technical support and training to government counterparts in procurement.

## PERFORMANCE MONITORING

66. The Ministry of Education will continue as WFP's main counterpart for planning, monitoring and evaluation of PRRO 200290; DRMFSS and the Ministry of Health will report to them on progress and results. Management of PRRO 200290 will be results-based, with changes tracked against agreed indicators. Impact assessments will be undertaken where appropriate. Monitoring and impact evaluations will improve accountability and facilitate dissemination of best practices. Process monitoring will focus on risks such as targeting errors and complementary interventions carried out by partners. Food assistance and local capacity development will be followed up regularly.

67. Annual reviews of PRRO 200290 will be conducted under the UNDAF, covering issues related to in the Enhanced Commitments to Women, UNDAF outcomes and PRRO indicators. WFP's final evaluation of the PRRO will complement the UNDAF mid-term evaluation.<sup>32</sup> WFP will seek a joint impact evaluation of the relief programme by the humanitarian country team.

## RISK ASSESSMENT AND CONTINGENCY PLANNING



### Contextual Risks

68. Drought or floods could destabilize agriculture, threaten assets and livelihoods and increase food insecurity. Unstable markets and limited import capacity may cause cereal and transport prices to rise, thereby reducing access to food. Conflict disrupts livelihoods and markets and hampers access to beneficiaries, especially in pastoral and border areas. WFP has contingency plans and is a member of inter-agency emergency coordination mechanisms.

<sup>32</sup> The UNDAF final evaluation in 2015 will assess the impact of WFP and United Nations partners on national development goals, with a focus on changes in household food security and nutrition.



### **Programmatic Risks**

69. Inadequate health, water and sanitation interventions by partners may reduce the effectiveness of PRRO 200290; sound partnerships and coordination are required to counteract this. Inclusion and exclusion errors are often the result of sharing of communal food and resources and high turnover, inadequate training and poor supervision of local government staff. WFP is revising national targeting guidelines and training for counterparts and communities. Limited government implementation capacity, especially in supply chain management and reporting, can lead to inefficient implementation. WFP is developing government capacities through its country programme.

### **Institutional Risks**

70. Lack of timely, predictable resources for PRRO 200290 is being addressed by increasing joint programme implementation to ensure a close working relationship with the Government and improve monitoring and reporting of results.

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## **SECURITY**

71. Security is covered in the Ethiopia Country Security Risk Assessment by the United Nations Department of Safety and Security. Some regions cause more concern than others: Somali region, for example, accounts for 50 percent of reported security incidents involving WFP. The following threats are taken into account: armed conflict, terrorism, crime, traffic accidents, hostage taking, civil unrest, landmines and natural hazards. Security measures may include infrastructure reinforcement, regular security assessments, training and procedure compliance tracking. Compliance with minimum operating security standards ranges from 75 percent to 90 percent. United Nations security levels range from 1 to 4.

## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>1</sup>	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	832 896	296 972 400	
Pulses	78 408	51 215 507	
Oil and fats	28 152	38 471 304	
Mixed and blended food	87 338	60 463 751	
<b>TOTAL</b>	<b>1 026 793</b>	<b>447 122 963</b>	
<b>Subtotal food</b>			<b>447 122 963</b>
External transport			84 236 748
Landside transport, storage and handling			171 160 902
Other direct operational costs			18 016 359
Direct support costs <sup>2</sup> (see Annex I-B)			41 140 983
<b>Total WFP direct costs</b>			<b>761 677 955</b>
Indirect support costs (7.0 percent) <sup>3</sup>			53 317 457
<b>TOTAL WFP COSTS</b>			<b>814 995 412</b>

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

<sup>2</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

<sup>3</sup>The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and staff-related costs</b>	
International professional staff	12 194 160
Local staff - national officers	1 430 000
Local staff - general service	3 302 640
Local staff - temporary assistance	4 387 020
Hazard pay and hardship allowance	947 520
International consultants	2 522 880
United Nations volunteers	96 000
Commercial consultancy services	175 890
Staff duty travel	3 690 900
<b>Subtotal</b>	<b>28 747 010</b>
<b>Recurring expenses</b>	
Rental of facility	1 131 676
Utilities	147 114
Office supplies and other consumables	772 860
Communications services	1 032 146
Equipment repair and maintenance	71 016
Vehicle running costs and maintenance	3 492 360
Office set-up and repairs	1 336 315
United Nations organization services	614 048
<b>Subtotal</b>	<b>8 597 535</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	2 386 800
Communications equipment	1 097 637
Local security costs	312 000
<b>Subtotal</b>	<b>3 796 437</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>41 140 983</b>

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions, risks
<b>PRRO components: relief and TSF</b>		
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<b>UNDAF/WFP Outcome 1.1</b> National and sub-national institutions and disaster-prone communities have systematically responded to disasters, reduced impacts of disasters and improved food security	<ul style="list-style-type: none"> <li>➤ Household food consumption score* Target: % of households with at least borderline food consumption score: 90%</li> <li>➤ Coping strategies index* Target: Scores are lower than average for 80% of beneficiary households</li> </ul>	Assumption: Government commitment to addressing impacts of disasters continues Risk: Inadequate capacity of government counterparts to distribute emergency assistance promptly
<b>Output 1.1.1</b> Distribution of food in sufficient quantity and quality to targeted women, men, girls and boys in conflict and disaster-affected areas	<ul style="list-style-type: none"> <li>➤ No. of women, men, girls and boys receiving food as % of planned Target: 100%</li> <li>➤ Tonnage of food distributed as % of planned Target: 100%</li> </ul>	Assumption: Donors are willing to fund relief interventions adequately Risk: Security incidents, particularly in Somali region, affect delivery and distribution of relief assistance
<b>Output 1.1.2</b> Making women the holders of food entitlement and collectors of food assistance	<ul style="list-style-type: none"> <li>➤ % of household food entitlements on ration cards or distribution lists issued in women's names in general food distributions Target: 50%</li> <li>➤ % of women collecting food at distribution points in general food distributions Target: 60%</li> </ul>	Assumption: Increased government commitment to empower women Risk: Women may be reluctant to participate in activities outside home
<b>Output 1.1.3</b> Provide institutional support for partners for strengthening use of early warning information for timely and appropriate response	<ul style="list-style-type: none"> <li>➤ No. of partner staff trained in livelihood early assessment protection and early warning systems Target: Not set at this stage (no baseline)</li> <li>➤ No. of weather tools provided for partners Target: No baseline; not set (no baseline)</li> </ul>	Assumption: Strong donor commitment to support early warning systems Risk: Lack of government capacity to use information, especially at lower levels

\* Indicators aligned with UNDAF (2012–2105).

\*\* The average coping strategy index score will be estimated from WFP's post-distribution monitoring survey; the score is the average of the scores of households covered by the survey.



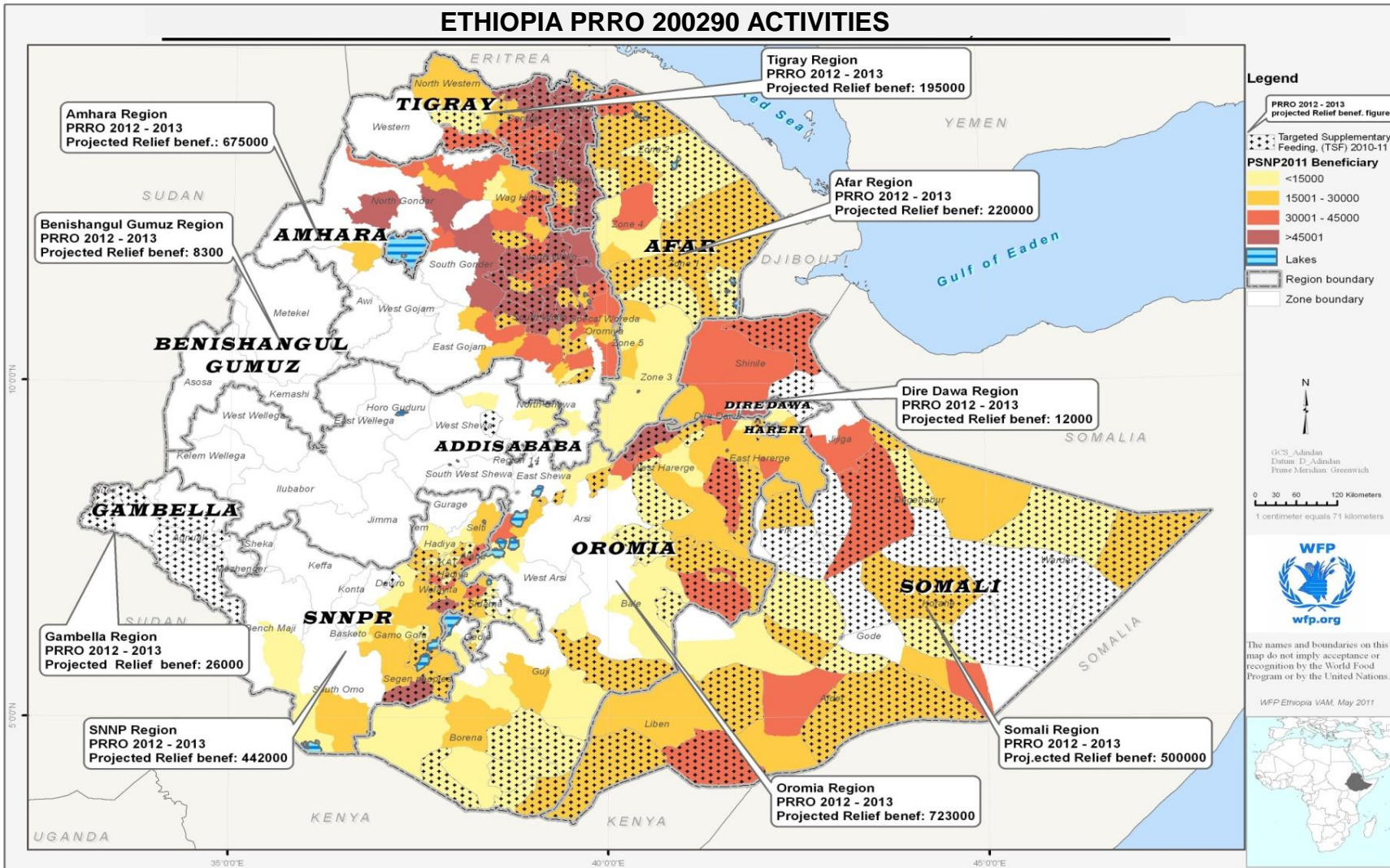
ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions, risks
<p><b>Output 1.1.4</b> Hot-spot monitoring guidelines in place</p>	<ul style="list-style-type: none"> <li>➤ No. of regions to which guidelines disseminated Target: 10</li> <li>➤ No. of regional staff trained in the new guidelines Target: Not set (no baseline)</li> </ul>	<p>Assumption: Government capacity improves at all levels Risk: High turnover of skilled staff, particularly at lower levels</p>
<p><b>UNDAF/WFP Outcome 1.2</b> Food-insecure people in particular women, children and vulnerable groups, have access to emergency nutrition services</p>	<ul style="list-style-type: none"> <li>➤ Supplementary feeding performance indicators: <ul style="list-style-type: none"> <li>• Recovery rate for malnourished children aged 6–59 months Target: &gt;75%</li> <li>• Defaulter rate for malnourished children aged 6–59 months and pregnant and lactating women Target: &lt;15%</li> <li>• Death rate for malnourished children aged 6–59 months Target: &lt; 3%</li> </ul> </li> </ul>	<p>Assumptions: Integrated response from health, nutrition, water, sanitation and hygiene sectors Other contributing factors such as household food security, caring practices and health services are improved Risks: Outbreak of epidemics Resource shortage because of lack of donor interest in supporting TSF</p>
<p><b>Output 1.2.1</b> Distribution of nutritious food in sufficient quantity and quality to targeted women, girls and boys</p>	<ul style="list-style-type: none"> <li>➤ No. of women, girls and boys receiving food and non-food items, by category and as % of planned Target: 100%</li> <li>➤ Tonnage of food distributed, by type, as % of planned Target: 100%</li> </ul>	<p>Assumptions: Donors support TSF Food items in TSF basket are available on time for local procurement Risk: Security incidents affect delivery and distribution of TSF assistance</p>



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions, risks
<b>PRRO Component: Productive Safety Net Programme</b>		
<b>Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures</b>		
<p><b>UNDAF/WFP Outcome 2.1</b> National and sub-national institutions and disaster-prone communities have systematically reduced disaster risks and improved food security</p> <p><b>Equivalent to WFP corporate outcomes:</b></p> <ul style="list-style-type: none"> <li>➤ Adequate food consumption over assistance period for targeted households at risk of falling into acute hunger</li> <li>➤ Hazard risk reduced at the community level in targeted communities</li> </ul>	<ul style="list-style-type: none"> <li>➤ Household food consumption score* Target: Acceptable level of food consumption score: 83%</li> <li>➤ Household asset score* Target: % of households with increased average household asset score: 60%</li> <li>➤ Community asset score Target: % of communities with increased average community asset score: 70%</li> </ul>	<p>Assumption: Community and household behaviour towards asset building constantly improves</p> <p>Risk: Increased frequency and magnitude of climate shocks and hazards</p>
<p><b>Output 2.1.1</b> Distribution of food in sufficient quantity and quality to targeted women, men, girls and boys in PSNP targeted <i>woredas</i></p>	<ul style="list-style-type: none"> <li>➤ No. of women, men, girls and boys receiving food as % of planned Target: 100%</li> <li>➤ Tonnage of food distributed as % of planned Target: 100%</li> </ul>	<p>Assumption: Community and household motivation for timely completion of public works improves</p> <p>Risk: Lack of adequate resources for PSNP interventions in pastoral areas</p>
<p><b>Output 2.1.2</b> Community-based watershed development plan guidelines are used for planning public works</p>	<ul style="list-style-type: none"> <li>➤ % of public works plans developed based on community-based watershed development plan guidelines Target: 100%</li> <li>➤ % of public works that meet standards and sustainability rating Target: 90%</li> </ul>	<p>Assumption: Adequate administration and capital budget allocated by partners for coordinating and monitoring public works</p> <p>Risk: Poor implementation capacities of government and communities, particularly in pastoral areas</p>



### ETHIOPIA PRRO 200290 ACTIVITIES



ANNEX III



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## ACRONYMS USED IN THE DOCUMENT

AIDS	acquired immune deficiency syndrome
CHD	child health day
CMAM	community management of acute malnutrition
DRM	disaster risk management
DRMFSS	disaster risk management and food security sector
EOS	Enhanced Outreach Strategy for Children
GTP	Growth and Transformation Plan
HIV	human immunodeficiency virus
MAM	moderate acute malnutrition
MERET	Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods Programme
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
PSNP	Productive Safety Net Programme
TSF	targeted supplementary feeding
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund