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COUNTRY PROGRAMMES

Agenda item 8

*For approval on a
no-objection basis*

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COUNTRY PROGRAMME ETHIOPIA 200253 (2012–2015)

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval on a no-objection basis

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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* Regional Bureau for East and Central Africa

EXECUTIVE SUMMARY

Ethiopia's economy has grown substantially over the last five years but the country remains one of the world's poorest. The scale of food insecurity and malnutrition remains serious, and 23 million people have insufficient income to meet their food needs. Ethiopia is prone to natural disasters, and weather-related shocks have exacerbated food insecurity. At least half of the highlands are degraded, and pastoral areas are over-grazed. Primary school enrolment rates have increased, but high dropout rates persist: 2.8 million children of primary school age, many of them from pastoralist areas, do not attend school. HIV prevalence is a concern, especially in urban areas: 1 million people are living with HIV and there are 850,000 orphans. Food market systems function poorly, with markets unable to shift surpluses to deficit areas. Despite the critical role of women in marketing and agriculture, gender inequality remains widespread and women farmers have limited access to resources and services.

WFP's programme in Ethiopia is based on its country strategy for 2012–2015 and is in line with the United Nations Development Assistance Framework; it is designed to support the Government's growth and transformation agenda. Building on lessons learned, WFP will focus on addressing the causes of vulnerability, focusing on capacity development and enabling hand-over. Food transfers are relevant for addressing food and nutrition security; they will complement capacity development by providing replicable examples of community approaches for empowering women, girls and people living with HIV and AIDS. WFP will explore cash-based responses where appropriate. Food assistance will reach up to 1.8 million people annually.

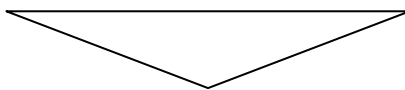
Country programme 200253 aims to: i) increase the capacity of Ethiopia's disaster risk management system; ii) enhance natural resource management in food-insecure communities and resilience to weather-related shocks; iii) support access to primary schools; iv) facilitate access to HIV care, treatment and support; and v) promote opportunities for livelihood diversification and improved access to food markets.

The programme will contribute to the United Nations Development Assistance Framework outcomes related to sustainable economic growth and risk reduction, basic social services, capacity development and women, young people and children. It is in line with Strategic Objectives 2, 4 and 5¹ and Millennium Development Goals 1, 2, 3, 6 and 7.²

¹ Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures; Strategic Objective 4 – Reduce chronic hunger and undernutrition; Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.

² Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 2 – Achieve universal primary education; 3 – Promote gender equality and empower women; 6 – Combat HIV/AIDS, malaria and other diseases; 7 – Ensure environmental sustainability.

DRAFT DECISION*



The Board approves on a no-objection basis country programme Ethiopia 200253 (2012–2015) (WFP/EB.2/2011/8/2), for which the food requirement is 319,020 mt at a cost of US\$155 million, for a total cost to WFP of US\$306.6 million.

* 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

1. Ethiopia has a population of 80 million³ growing by 2.6 percent annually, and is the second most populous nation in Africa; 84 percent of the population live in rural areas and depend on rain-fed subsistence agriculture. The political situation is relatively stable but the geo-political context is fragile: Ethiopia is bordered by the Sudan, Eritrea and Somalia and hosts 145,000 refugees.
2. Ethiopia's economy has grown by 11 percent annually for the last five years, and poverty declined from 38 percent in 2004/05 to 29 percent in 2009/10.⁴ But it remains a least-developed, low-income, food-deficit country, one of the poorest in Africa: gross domestic product of US\$472 per capita⁵ is much lower than the sub-Saharan African average of US\$1,077.⁶ In spite of the reduction in the food poverty index,⁷ the scale of food insecurity and malnutrition remains serious: 23 million people have insufficient income to meet their food needs.
3. Ethiopia is landlocked and has high import costs; food security relies largely on domestic production. With recent cereal production averaging 15 million mt, annual average import requirements are 1 million mt,⁸ most of which is met through food aid or government procurement; little is imported by the private sector. Despite steady growth of 8–10 percent for each of the past five years,⁹ agricultural productivity is among the lowest in Africa: 85 percent of agricultural output is from subsistence plots of less than 2 ha. Large-scale land degradation resulting from population pressure, overgrazing, soil erosion, bush encroachment on rangelands and deforestation significantly reduces the potential for sustainable improvements to agricultural productivity.¹⁰ Only 10 percent of cereal croplands are irrigated. High pre-harvest and post-harvest losses estimated at 30–40 percent¹¹ and an under-developed marketing system reduce the incentive to increase productivity. Although food prices have declined since the 2008 peak, prices for the main cereals remain significantly above pre-2008 levels. Poor market functioning was evident in the price differences between maize and other cereals during 2010, when markets were unable to shift large surpluses to deficit areas despite rising wheat and sorghum prices.¹²

³ Population statistics from the Central Statistical Agency (CSA), based on the 2005 census.

⁴ Government of Ethiopia. 2010. *MDG Assessment Report*. Addis Ababa.

⁵ CSA.

⁶ World Bank. 2010. *Ethiopia Data and Statistics*. Washington DC.

⁷ Similar to the poverty index, the food poverty index declined from 38 percent in 2004/05 to 28 percent in 2009/10.

⁸ WFP/FAO. 2010. Special Report of the FAO/WFP Crop and Food Security Assessment Mission to Ethiopia. Rome.

⁹ Ministry of Finance and Economic Development, Ethiopia Growth and Transformation Plan 2011–2015.

¹⁰ United Nations Development Assistance Framework (UNDAF) (2012–2015), chapter on development context; based on the 2010 MDG Assessment Report and government data. Addis Ababa.

¹¹ Abesha, D. 2006. Pest management practices in smallholder agriculture: the agricultural extension perspective. Paper presented at the conference Facilitating the Implementation and Adoption of Integrated Pest Management (IPM). DCG proceedings, no.17. Addis Ababa

¹² WFP Ethiopia, Monthly Market Watch, December 2010.

4. Ethiopia ranks 121st of 134 countries in terms of gender equality.¹³ The role of women in the agricultural system is critical: women contribute 70 percent of farm labour in post-harvest activities for cereals. Women's participation in marketing, particularly for cereals, is as high as 60 percent,¹⁴ but women farmers have only limited access to resources, services, land and credit.
5. Ethiopia is prone to natural disasters,¹⁵ especially weather-related shocks. Vulnerability is predominantly rural and linked to topography, land degradation, variability of rainfall and the effects of climate change.¹⁶ At least 50 percent of the highlands are degraded; overgrazing and poor rangeland management are increasing desertification. Natural disasters contribute to high levels of household food insecurity.
6. Malnutrition is a complex problem resulting from inadequate food consumption because of poverty, low access to healthcare, poor sanitation, inadequate infant and young child feeding practices, high levels of infectious disease and HIV; 57 percent of child deaths are related to malnutrition.¹⁷ The latest national nutrition survey¹⁸ showed that malnutrition among children aged 6–59 months is 38 percent for stunting, 34 percent for underweight and 12 percent for wasting; 54 percent of children of this age are anaemic. Only 5 percent of households consume salt with adequate iodization. Only 43 percent of children aged 6–24 months receive vitamin A supplementation.
7. Ethiopia's progress in education includes a gross enrolment rate for primary school grades 1–8 that had reached 95.9 percent by 2009/10 and a net enrolment rate of 89.3 percent. Primary school dropout rates, however, are still 19 percent,¹⁷ and 2.8 million children of primary school age do not attend school or learning centres. The national gender parity index for primary education is 0.93, but the indices for Developing Regional States, which are largely pastoral, vary from 0.76 to 0.86.¹⁹ Absence and dropouts are mainly caused by poverty and family labour requirements. Traditional views that do not value education also persist, particularly in pastoral areas where the highest numbers of out-of-school children reside.
8. In 2010, HIV prevalence among adults aged 15–49 was 2.4 percent: the rate was 7.7 percent in urban areas and 0.9 percent in rural areas; 1 million people were living with HIV (PLHIV) and there were 850,000 orphans.¹⁷ There is growing awareness that people living with HIV can lead productive lives if treatment is combined with good nutrition.²⁰

¹³ World Economic Forum. 2010. *Global Gender Gap Report*. Geneva. Available at www.weforum.org/women-leaders-and-gender-parity.

¹⁴ CSA, 2007/08.

¹⁵ The main hazards are: i) drought, flooding, hailstorms and landslides; ii) human and animal disease outbreaks; iii) conflict; iv) global economic shocks; v) urban and forest fires. Rainfall has become more erratic since the 1990s, with more frequent occurrences of El Niño and La Niña (UNDAF Country Analysis, 2010).

¹⁶ World Bank. 2009. *Convenient Solutions to an Inconvenient Truth: Ecosystem-based Approaches to Climate Change*. Washington DC.

¹⁷ UNDAF (2012–2015), chapter on development context.

¹⁸ Ethiopia Health and Nutrition Research Institute. 2010. *Nutrition Baseline Survey Report for the National Nutrition Program of Ethiopia*. Addis Ababa.

¹⁹ Ministry of Education. 2009. Education Statistics: gender parity index (girls as a proportion of boys) in primary education (grades 1–8), 2008/09. Addis Ababa. The Developing Regional States are Afar, Benishangul Gumuz, Gambella and Somali.

²⁰ WFP country office in Ethiopia. 2009. Urban Food Security Report. Addis Ababa.

9. In the Developing Regional States, poverty incidence is higher and social indicators are significantly lower than the national average. In Afar and Somali, poverty increased between 1995/96 and 2004/05. The pastoral areas of the regions of Oromia and Southern Nations, Nationalities and Peoples (SNNP) also lag behind. Conflict in pastoral areas can hinder market functions and disrupt assistance programmes.
10. To accelerate growth and meet the Millennium Development Goals, the Government launched its ambitious Growth and Transformation Plan 2011–2015, whose objectives are 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 infrastructure; v) maintain a focus on social development; vi) build capacity and enhance good governance; and vii) promote the empowerment of women and young people.
11. The Government has a Comprehensive Africa Agriculture Development Programme (CAADP) Policy Investment Framework focusing on: i) agricultural growth; ii) sustainable land management; and iii) disaster risk management and food security. Priority is given to supporting value chains and marketing, and to community-based natural resource management. A disaster risk management policy is being developed on the basis of the Hyogo Framework for Action. The Government's Food Security Programme, launched in 2011, incorporates the Productive Safety Net Programme (PSNP) that reaches 8 million people and the Household Asset Building Programme.
12. In the social sectors, the Government aims to achieve universal access to quality primary and secondary education, improve primary healthcare, expand access to safe water and sanitation facilities, halt the spread of HIV and reduce malnutrition. The Health and Education Sector Development Programmes provide the strategies. The National Nutrition Programme was launched in 2009, and the Government is revising its strategy in 2011 to address stunting; it will also develop a social protection policy and programmatic framework.
13. The United Nations country team has aligned the United Nations Development Assistance Framework (UNDAF) for 2012–2015 with the Growth and Transformation Plan 2011–2015. The country programme (CP) will contribute to UNDAF outcomes related to sustainable economic growth and risk reduction, basic social services, capacity development, and women, young people and children. Under the leadership of the Government, the country team has volunteered to be part of the Delivering as One approach.

PAST COOPERATION AND LESSONS LEARNED

14. WFP's programmes, which have evolved through long-term engagement with the Government, are based on humanitarian food assistance to address urgent food and nutrition needs. Development-oriented assistance has focused on the most food-insecure groups through natural resource management, access to education and improvement of capacities in disaster preparedness, analysis and response. More recent interventions such as Purchase for Progress (P4P), nutritional support for people living with HIV and support for women's income-generating activities have extended the risk-reduction aspect of WFP's work. WFP's food assistance is channelled through government programmes, and involves partnerships with United Nations and other development organizations.
15. Protracted relief and recovery operation (PRRO) 106650 addresses acute food insecurity through relief, productive safety nets, targeted supplementary feeding and urban HIV and

AIDS interventions.²¹ The refugee operation, PRRO 101273, provides food assistance for Sudanese, Eritrean, Kenyan and Somali refugees in camps and for host communities. WFP special operations support logistics and humanitarian air services.

16. The 2007–2011 CP 104300 comprised two components focused on reducing risks in food-insecure communities: i) Managing Environmental Resources to Enable Transitions to Move Sustainable Livelihoods (MERET),²² a community-based land rehabilitation and livelihood improvement project to enable people to invest in sustainable land management, home production and income-generation through food-for-assets schemes; and ii) food for education as part of Children in Local Development (CHILD) supporting access to primary education and transforming schools into community development centres.
17. Evaluations in the past decade show that WFP has contributed to national policy development in nutrition, school feeding, sustainable land management, safety-net programmes and disaster preparedness. WFP's interventions were appropriate, relevant, contributed to national goals and led to community ownership.
18. The evaluations also found that WFP's development-oriented activities, particularly capacity development, need designs that incorporate gender issues, improved monitoring and evaluation (M&E) and hand-over plans; they recommended greater coordination of activities to improve effectiveness and increased investment in knowledge management to ensure that results were based on sound evidence.

STRATEGIC FOCUS OF THE COUNTRY PROGRAMME

19. WFP's programme is based on the country strategy for 2012–2015 and supports the Government's transformation agenda. The country strategy is aligned with the UNDAF 2012–2015 in terms of: i) disaster risk management and natural resource management; ii) basic social services; and iii) agricultural markets and livelihoods (see Annex II).
20. In view of government priorities and lessons learned, CP 200253 will address the root causes of vulnerability and disaster risk, focusing on capacity development and enabling hand-over. Capacity development will centre on disaster risk management, natural resource management and food marketing capacities. Food assistance is relevant for supporting natural resource management and education, especially in areas of high food insecurity and disaster risk; nutritious food adds value to HIV care, treatment and support programmes. WFP will pilot cash transfers where appropriate, particularly for women's empowerment and livelihood support.
21. In view of the importance of addressing child malnutrition, especially high rates of wasting, WFP will continue to treat moderate acute malnutrition (MAM) as part of a PRRO. It will also support the Government in developing a strategy to accelerate the reduction of stunting as part of the National Nutrition Programme in which WFP will prioritize the provision of essential nutrients during the 1000-day window of opportunity, from the womb to 2 years of age. If this WFP assistance is agreed, CP 200253 will be revised to include interventions to prevent and treat malnutrition.

²¹ The PRRO for 2012 onwards is not expected to include an urban HIV/AIDS component.

²² The Amharic word *meret* means "land".

22. In preparing CP 200253, WFP worked with the Government and partners to determine its areas of comparative advantage in the UNDAF. The CP contributes to Strategic Objectives 2, 4 and 5 and to Millennium Development Goals 1, 2, 3, 6 and 7. Its five components relate to WFP's country strategy pillars:

- **Disaster risk management and natural resource management** (Strategic Objective 2)
 - ◇ Component 1: disaster risk management capacity; and
 - ◇ Component 2: natural resource management capacity, including community-based watershed development under MERET.
- **Basic social services** (Strategic Objective 4)
 - ◇ Component 3: food for education in primary schools; and
 - ◇ Component 4: access to HIV care, treatment and support in urban areas.
- **Agricultural markets and livelihoods** (Strategic Objective 5)
 - ◇ Component 5: promoting food marketing and rural livelihoods, especially for women.

Component 1: Disaster Risk Management Capacity

23. The Disaster Risk Management and Food Security Sector (DRMFSS) of the Ministry of Agriculture leads work on enhancing the Government's disaster risk management system. WFP will focus capacity development work on analysis, preparedness and response with a view to eventual hand-over.
24. **Disaster risk analysis and preparedness.** WFP will contribute to building capacity at the national, regional and district levels. It will continue to support *woreda* (district) disaster risk profiling and reinforce early-warning and assessment capacities, and the National Meteorological Agency with a view to improving the collection of weather data; it will assist DRMFSS in using the data to mitigate weather shocks through risk financing. WFP will also help to improve guidance for and implementation of contingency planning, particularly at the community level. It will expand its collaboration with the Central Statistical Agency (CSA) to produce a joint comprehensive food security and vulnerability study. WFP will maintain partnerships with universities for advice on curriculum development and joint research in disaster risk management and food security.
25. **Disaster response.** Capacity development will focus on improving food management structures, practices and accountability at the federal and regional levels. WFP will provide technical guidance to support the management of strategic food reserves and humanitarian stocks; it will support the National Incident Management System in supply chain management and will work with academic and training institutions to improve curricula. WFP will develop a route optimization model and advise on strategic sourcing on the basis of its Food Management Improvement Project. It will seek to enhance coordination among government entities and the private sector in logistics planning and information sharing. To improve accountability, WFP will help to improve data collection, reporting and monitoring in relation to relief food assistance.
26. WFP will engage in the National Social Protection Platform to ensure that the social protection system addresses hunger-related risks through social safety nets such as PSNP, and to further strengthen linkages between the relief programming and the broader development agenda.

Component 2: Natural Resource Management Capacity, Including Community-Based Watershed Development Using the MERET Approach

27. WFP will support disaster risk reduction through improved natural resource management in food-insecure communities. The Natural Resource Management Sector (NRMS) of the Ministry of Agriculture coordinates investments from partners through the Sustainable Land Management Platform.²³ WFP has a long-standing partnership with the NRMS through MERET. With increased demands on NRMS to accelerate results, WFP will extend its capacity development to the NRMS extension system and maintain food assistance through MERET for food-insecure communities in fragile and degraded watersheds.²⁴
28. Capacity development interventions will expand the use of best practices and incentives under NRMS, particularly through PSNP by:
- developing an evidence base on institutional and community resource requirements for MERET to enhance PSNP implementation;
 - helping NRMS to process and disseminate information on successful watershed rehabilitation methods developed in MERET communities, with links to research institutions and partners such as the Food and Agriculture Organization of the United Nations (FAO), *Gesellschaft für Internationale Zusammenarbeit* (GIZ, German Agency for International Cooperation) and the World Bank;
 - helping to introduce best practices for developing community capacity to manage natural resources such as formation of management teams, farmer field days and rewards for model farmers;
 - enhancing staff capacity in partnership with other agencies, particularly for those working on PSNP and MERET, through training, incentives and curriculum development;
 - engaging with NRMS and PSNP to jointly develop a WFP exit strategy that keeps MERET appropriately positioned within the broader set of national social protection, food security and natural resource management priorities;
 - assisting NRMS in developing criteria for handing over natural resource management to communities, exiting from food assistance and continuing extension support using experience from MERET; and
 - helping to raise awareness of the importance of natural resource management and the risks of climate change through the Sustainable Land Management Platform: WFP will explore the feasibility of accessing carbon financing by promoting fuel-efficient stoves in households and schools in MERET areas, and will improve the synergy between MERET and schools.

²³ The Sustainable Land Management Platform was founded in 2006 by NRMS with WFP, GIZ and the World Bank to coordinate natural resource and land management investments. It became the sector coordination mechanism for developing and implementing the Comprehensive Africa Agriculture Development Programme sustainable land management pillar and the forum for climate change adaptation in agriculture.

²⁴ The NRMS strategy includes community-based watershed development using participatory approaches and local technologies developed in partnership with WFP for MERET. The MERET approach balances the environmental, social and income-generating needs of communities; it includes empowerment for disadvantaged groups, especially women. NRMS considers MERET a best practice in sustainable land management for Ethiopia and has requested WFP support to improve documentation of results for future learning and capacity development.

29. Food assistance through MERET builds on the packages of the Ministry of Agriculture, FAO, GIZ and non-governmental organization (NGO) partners and focuses on: i) creating assets; ii) restoring the natural resource base; iii) improving homestead production for the most vulnerable; and iv) promoting income-generating activities. MERET will complement PSNP to ensure that an integrated watershed development plan is completed. A food incentive reduces the food gap for food-insecure families and allows communities to invest in their land for long-term food security. Participants work for up to three months annually. MERET will target selected *woredas* in Amhara, Dire Dawa, Oromia, SNNP, Somali and Tigray. Communities will be selected on the basis of levels of food insecurity and land degradation, agro-ecological diversity and proximity to PSNP and school feeding sites. MERET uses community wealth-ranking and food gap analysis to ensure that the poorest households benefit most from food assistance and assets created; 130,000 adults in 600 food-insecure communities will participate each year. The phasing out of assistance will be decided with government partners.

Component 3: Food for Education in Primary Schools

30. Food for education will prioritize pastoral areas of Afar, Oromia, SNNP and Somali regions, where education indicators are particularly poor; it will also include schools in highly food-insecure highlands, especially in MERET and PSNP areas, to improve retention rates. Bearing in mind the anticipated annual 10 percent increase through increased enrolment and reduced dropouts, this component will expand during CP 200253 to target 917,000 schoolchildren in 2015.
31. In pastoral areas, WFP will provide a daily meal for pupils in targeted primary schools and targeted alternative basic education centres in pastoral regions to respond to the special needs of pastoral populations. To address gender disparities, take-home rations will be provided for up to 174,000 girls regularly attending primary school.
32. To counter the high drop-out rates in highland areas of Amhara, Oromia, SNNP and Tigray, where enrolment rates are high but food insecurity remains acute, WFP will provide a daily meal at school. It will continue the CHILD approach to improve the learning environment by encouraging communities to engage with school activities that address nutrition, household food security and the environment. WFP is developing an evidence base on the role of food assistance in maintaining community participation and improving the quality of learning: this will be used by WFP and the Government to design approaches and safety nets to keep vulnerable children in school and to develop a hand-over strategy for food-insecure areas where enrolment is high.
33. WFP will continue partnerships with FAO, the United Nations Children's Fund and the World Health Organization to enhance the sustainability of school feeding through joint support for the "essential package"²⁵ and improved household food security. Inter-sectoral linkages with agriculture, health and water authorities at the federal and district levels will be enhanced through engagement in policy and strategy development and through synergy with MERET at the grass-roots level. WFP will contribute to support for the Ministry of Education and the Ethiopian Health and Nutrition Research Institute to build government capacity in school health and nutrition: this will include research on micronutrient deficiencies among school-age children. Pilot testing will explore improvements in the cost-effectiveness of the food basket in view of micronutrient needs.

²⁵ The Essential Package to improve the health and nutrition of school-age children consists of: i) basic education; ii) food for education; iii) promotion of girls' education; iv) potable water and sanitary latrines; v) health, nutrition and hygiene education; vi) deworming; vii) micronutrient supplementation; viii) HIV and AIDS education; ix) psycho-social support; x) malaria prevention; xi) school gardens; and xii) improved stoves.

Component 4: Access to HIV Care, Treatment and Support in Urban Areas

34. Addressing HIV remains a government priority: this includes enhancing the link between adequate nutrition and HIV treatment. As part of the Joint United Nations Programme on HIV/AIDS, the aim of this component is to mitigate the impact of HIV and AIDS on food-insecure people living with HIV and their households and on orphans and other vulnerable children (OVC). Through CP 200253, malnourished people living with HIV on anti-retroviral therapy (ART) or under “pre-treatment follow-up” will receive special foods after nutrition screening and counselling at clinics. People with severe acute malnutrition (SAM)²⁶ will receive PlumpyNut® for three months and then fortified blended food; those with MAM²⁷ will receive fortified blended food. Beneficiaries will be referred to community-level partners, who will assess household food security, ensure that food assistance is provided if needed and link participants with income-generating activities after nutritional recovery: 39,000 people living with HIV and their households – 117,000 people – will receive assistance for a maximum of nine months.
35. Food-insecure OVC under 18 will be selected at the community level; food assistance will be provided in exchange for attendance at school. Malnourished OVC will be referred to clinics for therapeutic or supplementary rations; they will graduate from food assistance when household food security improves, or when they can be linked to income-generating activities at the age of 18.
36. WFP assistance will target urban and peri-urban areas with the highest prevalence of HIV and food insecurity; nutritional assistance for people living with HIV will focus on towns in the four Developing Regional States. Partners’ capacities will be developed in nutrition assessment, nutrition counselling, start-up of economic strengthening activities, M&E and the generation of strategic information.

Component 5: Promoting Food Marketing and Rural Livelihoods, Especially for Women

37. WFP’s experience and purchasing power has significant potential to develop markets for cereals and pulses. By linking MERET with the extension services, WFP has expanded income-generating and marketing activities, especially for women.
38. Through its regular procurement function and the P4P pilot, and building on partnerships in the Government’s agricultural growth programme,²⁸ WFP will increase local procurement of food and leverage purchases and partnerships to enhance the management and marketing capacities of farmers’ organizations and trade associations. WFP will procure some food through the Ethiopia Commodity Exchange (ECX) to establish the exchange as a transparent and quality-oriented market and will seek opportunities to develop locally processed nutritious foods to encourage private-sector investment in processing, link processors with farmers’ organizations and increase demand for smallholder produce from an expanding processing industry. The P4P pilot will run until the end of 2013 and benefit 67,000 smallholder farmers in Amhara, SNNP and Oromia; WFP will subsequently scale up successful activities in CP 200253 and will support one farmers’ organization in Somali region to increase food production.

²⁶ Body mass index (BMI) less than 16.

²⁷ BMI >16 and <18.5.

²⁸ Including the Agricultural Growth Technical Committee.

39. Capacity development for farmers' organizations and government extension services will focus on food management, post-harvest quality control, business management and bidding processes. The use of quality standards by farmers' organizations will introduce communities to new agro-processing income-generating activities such as cleaning and grading of grain and manufacturing and maintaining tools for cleaning, threshing and shelling. WFP will continue to support enhancement of capacity for market data analysis. Capacity development will be provided in partnership with actors such as the Ministry of Agriculture, ECX, the Sasakawa Africa Association, United Nations partners, donors, private companies, research centres and universities.
40. Livelihood diversification will promote income-generating activities for MERET communities and P4P women farmers. MERET members, especially women, will receive materials for income-generating activities such as beekeeping, poultry farming, and livestock rearing; they will participate in a community revolving fund for individual loans. Building on the "Leave No Woman Behind" model,²⁹ partnerships will be sought to provide training and services in reproductive health, numeracy and literacy to increase women's self-reliance and enhance their decision-making power. Targeting by communities is based on vulnerability indicators and capacity for income-generating activities; 2,360 MERET households in 24 districts will be assisted for four years. Cash to establish the revolving funds and support income-generating activities will be transferred through the government system to agricultural extension agents; P4P will support 2,000 women farmers who are members or whose husbands are members of farmers' organizations that supply P4P. The farmers' organizations will administer the revolving funds.

Beneficiaries, Rations and Food Assistance Requirements

41. Food assistance will be provided under Components 2, 3 and 4 (see Tables 1, 2 and 3).

	Men/boys	Women/girls	Total
Component 1: Disaster risk management capacity	No beneficiaries will receive food directly from WFP under this component.		
Component 2: Natural resource management capacity, MERET	331 000	318 000	649 000
Component 3: Food for education ³¹	497 000	420 000	917 000
Component 4: Urban HIV support	94 000	124 000	218 000
Component 5: Promoting food marketing and rural livelihoods, especially for women	No beneficiaries will receive food directly from WFP under this component.		
TOTAL	922 000	862 000	1 784 000

²⁹ This joint programme includes components in adult literacy and reproductive health.

³⁰ Figures are based on initial discussions with the Government and the expected level of funding.

³¹ Numbers take into account an average increase of 10 percent in enrolment per year.

TABLE 2: FOOD RATION BY COMPONENT (g/person/day)

	Component 2 Natural resource management capacity, MERET ³²	Component 3 Food for education		Component 4 – Urban HIV support			
		School meals	Take- home	PLHIV-SAM ³³	PLHIV- MAM	Household	OVC
Cereals	600					215	255
Pulses						50	50
Vegetable oil		6	12			20	33
Salt		3					
Corn-soya blend (CSB)		150		400	342		
PlumpyNut®				276			
TOTAL		159	12	676	342	285	338
<i>Total kcal/day</i>	350	617	47.5	CSB: 1 600 PlumpyNut®: 3 000	1 300	1 054	1 301
% kcal from protein	11	16		100	100	16	13
% kcal from fat		15	100			17	22
Feeding days/year	90	200	240	180	180	270	365

TABLE 3: TOTAL FOOD REQUIREMENTS BY COMPONENT (mt)

	Component 2 Natural resource management capacity, MERET	Component 3 Food for education	Component 4 Urban HIV/AIDS	Total
Cereals	140 000		44 886	184 886
Pulses			9 706	9 706
Vegetable oil		13 026 ³⁴	4 907	17 932
Salt		1 917		1 917
CSB		95 856	7 341	103 197
PlumpyNut®			1 382	1 382
TOTAL	140 000	110 799	68 221	319 020
% of total food req.	44	35	21	100

³² Food-for-assets ration: each MERET participant receives 3 kg cereal/day for work done for up to three months; the ration is based on a five-member household.

³³ Amounts per person proposed for the treatment of moderate and severe acute malnutrition in people living with HIV follow the Ethiopian nutrition protocol for them.

³⁴ Vegetable oil: 3,834 mt is for school meals; 9,192 mt is for girls' take-home rations.

PROGRAMME MANAGEMENT, MONITORING AND EVALUATION

42. WFP will integrate its assistance into sector strategies through partnerships with United Nations and other development partners. Under Delivering as One,³⁵ the Government leads harmonization of United Nations programmes: the main mechanisms will be donor-partner coordination systems or national platforms. WFP will design its assistance in line with DRMFSS, the Sustainable Land Management Platform, the Agricultural Growth Technical Committee, the National Social Protection Platform, donors' technical working groups on education and HIV and AIDS, the UNDAF, the Inter-Agency Programming Committee and joint programme committees. The Ministry of Finance and Economic Development will continue to be WFP's counterpart for planning and M&E.
43. WFP has procured 280,000 mt of maize, pulses and CSB in local markets in the past three years. Local procurement of cereals is currently restricted to ECX and the Ethiopian Grain Trade Enterprise. Production capacity of the CSB factories is estimated at 10,000 mt per month: this and in-kind contributions will meet requirements. One factory also produces PlumpyNut®. WFP has also assisted the Government in procuring 84,000 mt of wheat from international markets.
44. CP 200253 will consolidate results-based management systems, using baseline data to track changes produced by the components against agreed indicators. Impact assessments and M&E reports are expected to generate lessons, improve accountability and promote best practices; WFP sub-offices will carry out regular follow-up and will supervise food assistance and local capacity development in consultation with partners.
45. WFP will incorporate an external mid-term evaluation in the UNDAF mid-term evaluation, as requested by the Government. Evidence of WFP's comparative advantage, improvements in beneficiaries' lives and vulnerability analysis will be used to decide with partners on exit and hand-over strategies.
46. Coordination will be facilitated by WFP, the Ministry of Finance and Economic Development, the Ministry of Agriculture, the Ministry of Education and the Ministry of Health; the latter three will report to the Ministry of Finance and Economic Development and WFP on progress.
47. WFP and the Ministry of Finance and Economic Development will mobilize resources jointly on the basis of CP results. Under the UNDAF, annual reviews will be conducted and joint visits to communities and schools by donors, United Nations partners and decision-makers will be organized. Reviews will include assessments of progress toward the Enhanced Commitments to Women, UNDAF outcomes and CP indicators.

³⁵ Ethiopia is one of several "self-starter" countries that volunteered to adopt the approach.

ANNEX I-A

BUDGET SUMMARY (US\$)				
	Component 2	Component 3	Component 4	Total
Food (<i>mt</i>) ¹	140 000	110 799	68 221	319 020
Food	42 483 000	76 081 579	36 466 821	155 031 400
Cash transfers	00 000	00 000	00 000	00 000
Total by component	42 483 000	76 081 579	36 466 821	155 031 400
External transport				22 649 240
Landside transport, storage and handling (<i>total</i>)				48 792 907
Landside transport, storage and handling (<i>per mt</i>)				152.75
Other direct operational costs (including capacity development)				35 019 636
Total direct operational costs				261 430 185
Direct support costs (including capacity development) ²				25 150 685
Indirect support costs (7.0 percent) ³				20 060 661
TOTAL WFP COSTS				306 641 528

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

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

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

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff related costs	
International professional staff	6 589 680
Local staff - national officers	1 408 000
Local staff - general service	5 441 200
Local staff - temporary assistance	531 200
Local staff – overtime	21 027
Hazard pay and hardship allowance	489 600
International consultants	1 248 000
United Nations volunteers	448 000
Commercial consultancy services	550 000
Staff duty travel	3 335 720
Subtotal	20 062 427
Recurring expenses	
Rental of facility	400 776
Utilities	173 475
Office supplies and other consumables	365 068
Communications services	791 376
Equipment repair and maintenance	123 360
Vehicle running cost and maintenance	672 000
United Nations organization services	290 273
Subtotal	2 816 328
Equipment and capital costs	
Vehicle leasing	1 632 000
Communications equipment	639 930
Subtotal	2 271 930
TOTAL DIRECT SUPPORT COSTS	25 150 685

Note: The United Nations country team agreed to align with joint UNDAF outcomes and indicators under the Delivering as One approach. The logical framework therefore reproduces the WFP-supported outcomes and indicators from the UNDAF and aligns them with WFP's corporate indicators.

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
CP Component 1: Disaster risk management capacity		
Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures		
UNDAF/WFP Outcome 1.1 By 2015, national and sub-national institutions and disaster-prone communities have systematically reduced disaster risks and impacts of disasters and improved food security ¹	➤ Disaster Risk Management Systems Index ²	Assumption: Government continues to support roll out and enhancement of multi-sectoral, multi-hazard disaster risk management systems, reinforcing regional capacities Risk: Sustained capacity of disaster risk management institutions is not developed fast enough to respond to sudden onset shock
Output 1.1.1 Disaster mitigation measures in place with WFP capacity development support	➤ Risk reduction, disaster preparedness and mitigation systems in place (<i>woreda</i> risk profiles, food management and contingency planning)	Assumptions: Funds available on a timely basis Government assigns sufficient staff to implement activities Risk: Limited government capacity, particularly at the <i>woreda</i> level
UNDAF/WFP Outcome 1.2 By 2015, national and sub-national institutions start rolling out a minimum package of social protection in accordance with a legislated and funded national action plan	➤ No. of regions that have started in at least one <i>woreda</i> to roll out a minimum package of social protection Target: 8	Assumption: Funds are available to implement regional social protection plans of action Risk: A national disaster could push back the priority given to social protection



¹ Equivalent to WFP corporate outcomes: early-warning systems, contingency plans, food security monitoring systems in place and enhanced with WFP support.

² Government of Ethiopia index based on the Hyogo Framework for Action and equivalent to the WFP Disaster Preparedness Index; includes measurement of improved food management structures and capacities to manage strategic stocks. The target is to be determined in 2011 through a participatory workshop with government and United Nations agency partners.

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<p>Output 1.2.1 Staff of national and sub-national institutions have been trained in social protection action planning</p>	<p>➤ No. of staff from national and sub-national institutions who were trained Target: 100</p>	<p>Assumptions: Adequate funding is available Programme managers and decision-makers participate Risk: Coordination and commitment across relevant sectors is weak</p>
<p>UNDAF/WFP Outcome 1.3 Increased capacities of national, local and community institutions for evidence-based planning, implementation, monitoring and evaluation, leadership and decision-making</p>	<p>➤ No. of nationally representative surveys conducted and made accessible Target: 3</p>	<p>Assumptions: CSA, National Meteorological Agency and other agencies have the required capacity to collect/analyse data, and produce/disseminate reports for beneficiaries Extension system has capacity to improve community planning, M&E and decision-making Risk: Loss of skilled staff</p>
<p>Output 1.3.1 CSA, the National Meteorological Agency and other agencies conducting national surveys supported</p>	<p>➤ No. of nationally representative surveys supported by type Target: 3</p>	<p>Assumption: Adequate funding is available Risks: Release of survey results is not timely Unwillingness of agencies to share information</p>
CP Component 2: Natural resource management capacity, including community-based watershed development using the MERET approach		
Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures		
<p>UNDAF/WFP Outcome 2.1 By 2015, national and sub-national institutions and disaster-prone communities have systematically reduced disaster risks and impacts of disasters and have improved food security³</p>	<p>➤ Household food consumption score Target: 75% of targeted households have an acceptable food consumption score ➤ Household asset score Target: household assets score has improved in at least 80% of targeted households</p>	<p>Assumption: National resources management sector coordinates with disaster risk management and food security sectors Risk: Sustained capacity of communities to implement MERET is not developed fast enough to respond to large-scale drought</p>
<p>Output 2.1.1 Food and non-food items distributed to MERET-supported communities</p>	<p>➤ No. of women, men, girls and boys receiving food as % of planned ➤ Tonnage of food distributed as % of planned</p>	<p>Assumption: Timely and adequate availability of food and non-food resources Risk: Lack of donor support</p>

³ Equivalent to WFP corporate outcomes: i) adequate food consumption over assistance period for targeted households at risk of acute hunger; and ii) hazard risk reduced at the community level.



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<p>Output 2.1.2 Community-based integrated watershed development approach supported and promoted</p>	<ul style="list-style-type: none"> ➤ % of MERET and PSNP communities with watershed plans with multi-disciplinary approach ➤ % of PSNP sites promoting integrated watershed management approach ➤ No. of sustainable land management best practices identified through MERET that are adopted by NRMS sector and PSNP ➤ % of <i>woredas</i> that implement MERET in synergy with other WFP programmes. 	<p>Assumption: Strong sector and inter-disciplinary integration Risk: PSNP cannot adjust design to reflect learning on watershed development</p>
<p>UNDAF/WFP Outcome 2.2 By 2015, the use of technologies, practices and financing mechanisms that promote a low-carbon climate-resilient economy and society are improved at all levels</p>	<ul style="list-style-type: none"> ➤ Amount of finance mobilized through the Clean Development Mechanism Target: US\$100,000 	<p>Assumptions: Continued government commitment and leadership in climate change Effectiveness of climate financial mechanisms Risk: Slow implementation of policy and action plans</p>
<p>Output 2.2.1 Carbon financing mechanisms adopted</p>	<ul style="list-style-type: none"> ➤ Project for attracting carbon credits launched through Clean Development Mechanism 	<p>Assumption: Availability of fuel-efficient stoves at the community level Risk: Bureaucracy of Clean Development Mechanism prevents launching of project</p>
Country Programme Component 3: Food for education in primary schools		
Strategic Objective 4: Reduce chronic hunger and undernutrition		
<p>UNDAF/WFP Outcome 3.1 Equal access provided for boys and girls at primary school with a focus on the most marginalized food-insecure areas and vulnerable children</p>	<ul style="list-style-type: none"> ➤ Enrolment: gross enrolment rates for grades 1–8 in Afar and Somali regions Target: 90% for girls and boys ➤ Attendance rate: no. of school days on which girls and boys attend classes as % of total school days Target: 99% for girls and boys ➤ Ratio of girls to boys (gender parity index) for primary schools. Target: 1.0 ➤ Pass rate in primary schools. Target: 50% for girls and boys 	<p>Assumption: Security situation is conducive to implementation of development activities Risk: Families are unable to bear direct and indirect costs of schooling and therefore withdraw their children from school</p>



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<p>Output 3.1.1 Pupils provided with school meals in sufficient quantity and quality in chronically food-insecure districts</p>	<ul style="list-style-type: none"> ➤ No. of girls and boys receiving school meals in WFP-assisted schools Target: 688,469 in 2012 with 10% annual increase from increased enrolment and attendance, reaching 917,000 by 2015 ➤ Tonnage of food, by type, distributed to WFP-assisted schools as school meals Target: project total - blended food 95,856 mt, vegetable oil 3,834 mt, salt 19 mt 	<p>Assumptions: Government provides adequate counterpart funding on time Community members support school-feeding programme by providing other supplementary food and non-food items Local production of CSB is not delayed, thus ensuring timely delivery to schools Risks: Food is unable to reach schools in time because of poor roads and insecurity Schools have poor storage conditions, resulting in food losses</p>
<p>Output 3.1.2 Take-home ration in sufficient quantity and quality provided as an incentive to girls to reduce gender disparity</p>	<ul style="list-style-type: none"> ➤ No. of girls receiving take-home rations Target: 131,012 (2012) with 10% annual increase ➤ Quantity of food, by type, distributed as take-home rations Target: project total – vegetable oil 8,936 mt 	<p>Assumption: Parents are willing to take their daughters to school Risk: Food is unable to reach schools in time because of deteriorated road conditions and insecurity</p>
<p>Output 3.1.3 Complementary activities provided using CHILD tool to improve quality of education</p>	<ul style="list-style-type: none"> ➤ No. of WFP-assisted schools that benefit from complementary activities, by type and activity Target: 50% of WFP-supported schools 	



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
Country Programme Component 4: Access to HIV care, treatment and support in urban areas		
Strategic Objective 4: Reduce chronic hunger and undernutrition		
<p>UNDAF/WFP Outcome 4.1 Food-insecure and malnourished people living with HIV and their households, including OVC, in urban centres have improved access to HIV prevention, treatment, care and support⁴</p>	<ul style="list-style-type: none"> ➤ Household food consumption score Target: 75% ➤ ART survival rate: % of adults and children with HIV known to be on treatment 6 and 12 months after the start of ART Target: 85%; UNDAF Target: 85% at 12 months ➤ ART adherence rate: % of patients achieving >95 percent adherence during the preceding month Target: 98% ➤ ART nutritional recovery rate: % of adult ART patients with body mass index (BMI) <18.5 at start of food support who attain BMI >18.5 within six months of food support Target: 80% 	<p>Assumptions: Continuous supply of medications available at clinics Continuous follow-up of beneficiaries' adherence and adherence counselling</p> <p>Risk: Medication stocks running out and creating breaks in ART</p>
<p>Output 4.1.1 Food items distributed in sufficient quantity and quality to target groups of women, men, girls and boys living with HIV in urban areas</p>	<ul style="list-style-type: none"> ➤ No. of women, men, girls and boys receiving food and non-food items, by category (people living with HIV, prevention of mother-to child transmission and OVC) and as % of planned figures ➤ Tonnage of food distributed, by type, as % of planned ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned 	<p>Assumptions: Adequate supply of special nutritional products Special nutritional products are easily accepted by beneficiaries Availability of outlets for accessing special nutritional products</p> <p>Risk: Poor storage conditions at distribution outlets results in damaged food</p>

⁴ Equivalent to WFP corporate outcomes: i) adequate food consumption over assistance period for targeted households; ii) increased survival of adults and children with HIV after 6 and 12 months of ART.



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<p>WFP Outcome 4.2 Increased access to education and human capital development of OVC (girls and boys assisted in formal schools and informal settings)</p>	<ul style="list-style-type: none"> ➤ % of OVC 0–17 years whose households received free basic external support for care. Target: 14% through WFP; UNDAF Target: 50% ➤ Attendance rate for OVC: % of OVC from households receiving take-home rations attending classes. Target: 98%; UNDAF Target: 50% 	<p>Assumption: Complementary educational support is provided by partners Risk: Low partner capacity in providing other complementary OVC care services resulting in poor attendance</p>
<p>Output 4.2.1 OVC provided with take-home rations on time</p>	<ul style="list-style-type: none"> ➤ No. of OVC receiving take-home rations, by category and as % of planned ➤ Tonnage of food distributed as take-home rations to OVC, by type, as % of planned 	<p>Assumption: Uninterrupted food pipeline Risk: Food not reaching OVC and households in time</p>
Country Programme Component 5: Promoting food marketing and rural livelihoods, especially for women		
Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase		
<p>UNDAF/WFP Outcome 5.1 Increased use by agricultural producers of improved institutional services, an efficient marketing system and appropriate technology and practices for sustainable increases in agricultural production and productivity</p>	<ul style="list-style-type: none"> ➤ Food purchased locally as % of food distributed Target: 10% 	<p>Assumptions: Increased production/productivity New knowledge and technology properly applied Risks: Low production Ban on local procurement Grain price fluctuations</p>
<p>Output 5.1.1 Purchase food from smallholder farmers through P4P</p>	<ul style="list-style-type: none"> ➤ No. of farmers' organizations, cooperatives and unions selling food through P4P 	<p>Assumption: Additional farmers' groups qualifying for P4P assistance Risks: Resources not available in time Slow cultural acceptance of increasing women's participation</p>
<p>Output 5.1.2 Special nutritious foods purchased locally for nutrition and HIV food-based programmes</p>	<ul style="list-style-type: none"> ➤ Special nutritious foods purchased locally, as % of total for nutrition and HIV food-based programmes 	<p>Assumptions: Cash contributions for local procurement are promptly available Local food processors able to meet WFP's needs Risks: Testing of standards and acceptability delays use of new nutritious foods Inputs are not easily available to processors because of marketing or foreign exchange problems</p>

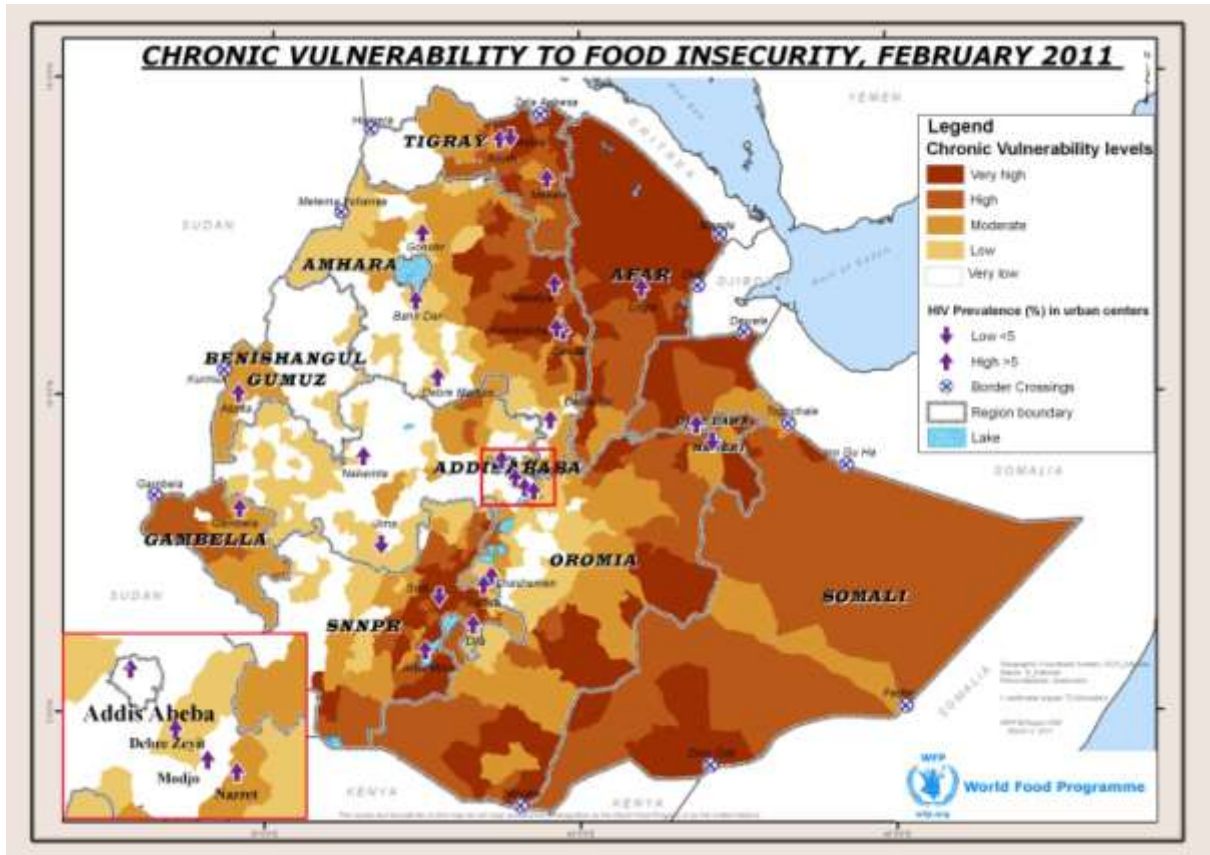


ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<p>Output 5.1.3 Local capacity supported to produce ready-to-use supplementary food</p>	<p>➤ No. of private-sector partnerships to develop local capacity to produce ready-to-use supplementary foods</p>	<p>Assumptions and risks: As for output 5.1.2</p>
<p>UNDAF/WFP Outcome 5.2 Women increasingly participate in advocacy, social mobilization and decision-making and benefit from livelihood opportunities</p>	<p>➤ % of women participating in income-generating activities who have increased assets and income Target: 50%</p>	<p>Assumption: Effective complementary support to target beneficiaries is available for: social mobilization, literacy training and health services Risk: Natural disasters affect income-generating activity investments and may result in limited or no assets or no increases in assets</p>
<p>Output 5.2.1 Income-generation interventions and opportunities diversified and enhanced</p>	<p>➤ No. of women involved in income-generating interventions, by type ➤ No. of women farmers linked to market through P4P ➤ No. of women linked to credit facilities</p>	<p>Assumption: United Nations Population Fund literacy training continues to equip women with basic literacy and financial literacy skills Risk: Competing priorities of government partners</p>



ANNEX III

Ethiopia Country Programme Map (2012–2015)



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

ART	anti-retroviral therapy
BMI	body mass index
CHILD	Children in Local Development
CP	country programme
CSA	Central Statistical Agency
CSB	corn-soya blend
DRMFSS	Disaster Risk Management and Food Security Sector
ECX	Ethiopia Commodity Exchange
FAO	Food and Agriculture Organization of the United Nations
GIZ	<i>Gesellschaft für Internationale Zusammenarbeit</i> (German Agency for International Cooperation)
MAM	moderate acute malnutrition
MERET	Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods
NRMS	Natural Resources Management Sector
OVC	orphans and other vulnerable children
P4P	Purchase for Progress
PLHIV	people living with HIV
PRRO	protracted relief and recovery operation
PSNP	Productive Safety Net Programme
SAM	severe acute malnutrition
SNNP	Southern Nations, Nationalities and Peoples (Region)
UNDAF	United Nations Development Assistance Framework