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PROTRACTED RELIEF AND RECOVERY OPERATIONS – ETHIOPIA 200712

Responding to Humanitarian Crises and Transitioning Food-Insecure Groups to More Resilient Strategies

Number of beneficiaries	6,143,267 (maximum annual)
Duration of project	July 2015 – June 2018
Gender marker code*	2A
WFP food tonnage	1,194,001 mt
Cost (United States dollars)	
Food and related costs	772,527,332
Cash and vouchers and related costs	75,626,360
Capacity development and augmentation	11,055,545
Total cost to WFP	1,034,273,110

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

Executive Board documents are available on WFP's Website (<http://executiveboard.wfp.org>).

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

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EXECUTIVE SUMMARY

Despite rapid and sustained economic growth, Ethiopia remains one of the least developed and poorest countries in the world. Poverty and food insecurity are linked in that food consumption in the poorest households is likely to be “unacceptable”; vulnerability to food insecurity is linked to population pressure, weather, diseases and land degradation.

The operation is aligned with the Government's Growth Transformation Plan, whose objectives are a sustainable increase in rural incomes and sustainable enhancement of national food and nutrition security. A national social protection policy has been drafted and a disaster risk management policy is in place.

This operation augments government programmes and policies addressing structural food insecurity and malnutrition in disaster-prone areas. The objectives are to transition chronically food-insecure households to a predictable safety net, to provide emergency food assistance for vulnerable households in periods of stress and to address malnutrition through a combination of preventative and curative approaches.

Cash and voucher transfers, including fresh food vouchers to promote nutrition and dietary diversity, will be considered where markets can respond, and WFP will expand local food purchases and domestic production of fortified blended food.

This operation is intended to develop government capacities in disaster risk management, support the National Nutrition Programme, and enhance the Government's capacities to implement programmes addressing early warning, food security analysis, emergency needs assessments, food management systems and resilience.

The operation is consistent with Strategic Objectives 1, 3 and 4, the sustainable economic growth, risk reduction and basic social services outcomes of the United Nations Development Assistance Framework, and Millennium Development Goals 1, 3, 4, 5 and 7.

DRAFT DECISION^{*}

The Board approves the proposed protracted relief and recovery operation Ethiopia 200712 “Responding to Humanitarian Crises and Transitioning Food-Insecure Groups to More Resilient Strategies” (WFP/EB.A/2015/9-B/2).

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

SITUATION ANALYSIS

Context

1. Ethiopia achieved 11 percent annual growth in gross domestic product between 2004 and 2013. This helped to reduce the percentage of people living below the poverty line from 45.5 percent in 1995/96 to 29.6 percent in 2010/11.¹ Ethiopia expects to meet the Millennium Development Goals (MDGs) for child mortality, HIV/AIDS, malaria and gender parity in primary education. Child malnutrition is falling, and primary school enrolment and completion are increasing.²
2. Despite rapid and sustained economic growth, Ethiopia remains one of the world's least developed countries at 173rd of the 187 countries in the 2014 Human Development Index. In terms of gender-based disparities, it ranks 118th of the 136 countries in the 2013 Gender Gap Index.³
3. Agriculture accounts for 42.9 percent of gross domestic product.⁴ Of Ethiopia's population, 83 percent live in rural areas⁵ and depend on agriculture for their livelihoods.
4. In the next two years the Government will prepare the next phase of the Growth and Transformation Plan (GTP), which is designed to enable Ethiopia to achieve middle-income status by 2025. Ethiopia's development objectives are a sustainable increase in rural incomes and sustainable improvements in national food and nutrition security.
5. Since fighting started in South Sudan in December 2013, 200,000 South Sudanese have crossed into Ethiopia bringing the refugee population up to 650,000 – the largest in Africa. The refugees from South Sudan are covered under protracted relief and recovery operation (PRRO) 200700.

The Food Security and Nutrition Situation

6. Despite recent economic growth, the number of people living in poverty fell only slightly from 27.5 million in 2004 to 25.1 million in 2011.⁶ This is largely attributable to population growth of 2.6 percent per year.
7. Poverty and food insecurity are strongly linked: the 2014 Comprehensive Food Security and vulnerability analysis showed that the poorest households were likely to have “unacceptable” food consumption. Various studies show that households headed by women face more food security challenges such as limited access to productive resources compared with households headed by men.⁷ Vulnerability to food insecurity stems from structural

¹ Ministry of Finance and Economic Development. 2013. *Development and Poverty in Ethiopia, 1995/96 – 2010/11*. Addis Ababa.

² Ministry of Finance and Economic Development. 2012. *Assessing Progress Towards the Millennium Development Goals: Ethiopia MDGs Report*. Addis Ababa.

³ World Economic Forum, 2013. *The Global Gender Gap Report 2013*.

⁴ Ministry of Finance and Economic Development. 2013. *Growth and Transformation Plan: Annual Progress Report for 2012/13*. Addis Ababa.

⁵ Central Statistics Agency. 2007. *Population and Housing Census of Ethiopia*. Addis Ababa.

⁶ Ministry of Finance and Economic Development. 2013. *Development and Poverty in Ethiopia, 1995/96–2010/11*. Addis Ababa.

⁷ See for example: Gender Action. 2011. *Gender, International Financial Institutions (IFIs) and Food Insecurity Case Study: Ethiopia*. Washington DC.

causes linked to population pressure, weather hazards, human and animal diseases and land degradation. Four droughts since 2003 have affected millions of Ethiopians, with the most recent – in 2011 – affecting 13 million people. Most farmers rely on rain-fed agriculture and are exposed to seasonal shortages of food; small landholdings, limited access to finance, fertilizer and improved seed, and lack of technology all hamper productivity. Alternative income opportunities are scarce.

8. Women have a critical agricultural role in that they raise livestock, cultivate crops and market household production. But gender inequalities exist in access to credit, land and extension services.⁸ Although Ethiopian laws give equal property rights to women, tradition and women's low social and economic status limit their ownership of assets.
9. Frequent droughts and the limited area of land under cultivation are specific drivers of food insecurity in pastoral areas: households depend on markets for cereals and are vulnerable to inflation. Afar region has the highest percentage of households with low dietary diversity – 47 percent; the highest wasting rates are in Afar region – 20 percent – and Somali region – 22 percent.
10. There has been an encouraging reduction in malnutrition over the past decade – but 44 percent of children are stunted – 46 percent boys and 43 percent girls – 25 percent are underweight and 9 percent are wasted – 10 percent boys and 7.7 percent girls. Women and men can influence child feeding practices: men, for example, by making resources available and supporting mothers, and women in the preparation of complementary foods and the provision of timely meals. Malnutrition and low growth among infants and young children are caused by poor complementary feeding and harmful social practices; 30 percent of women of reproductive age are chronically undernourished, which prejudices infants' growth potential.⁹ The Government addresses micronutrient deficiencies by providing iodized salt and vitamin A and iron supplementation.
11. The comprehensive food security and vulnerability analysis identified dietary deficiencies throughout the country: it showed that half of Ethiopia's households obtain 75 percent of their calories from starchy staple foods, and that 26 percent consumed less-than-acceptable diets.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

The Government

12. The GTP is the national framework for addressing poverty and food and nutrition insecurity. Its objectives are to achieve sustainable increases in rural incomes and national food and nutrition security with a view to achieving middle-income status by 2025. The GTP focuses on poverty reduction, nutrition, food security, livelihoods, agricultural production, women's empowerment, gender equality, disaster risk reduction and preparedness.

⁸ The United Nations Convention on the Elimination of All Forms of Discrimination Against Women, 2009.

⁹ Ethiopia Demographic and Health Survey, 2011.

13. The new national social protection policy envisages equitable access for all to social services and opportunities for growth and development; from 2015, the new phase of the Productive Safety Net Programme (PSNP 4) will support the transition from time-bound programmes to an efficient and effective overall system for delivering social protection.
14. The recently approved disaster risk management (DRM) policy reflects a shift from drought crisis management to a comprehensive multi-sector and multi-hazard system. It promotes decentralization to the regional and *woreda* (district) levels and supports community-owned disaster risk reduction initiatives. Implementation will commence in 2015 under a five-year strategy.
15. The National Nutrition Programme (2013–2015) focuses on the first 1,000 days of life, complementing the Health Extension Programme (HEP) which provides free immunization and impregnated bed nets, treatment for malaria, severe and moderate malnutrition and pneumonia in young children, and behaviour change communication through health workers. The new parameters of PSNP 4 allow for soft conditionality.¹⁰
16. The Government's preference for cash transfers is stated in its Technical Proposal for a Greater Role of Cash in Food Assistance Disbursement in Ethiopia.¹¹ Recent market studies indicate that food transfers are no longer appropriate in most highland areas; the exceptions are the few areas where insufficient food is available in markets.

Other Major Actors

17. The Delivering-as-One framework in Ethiopia aims to improve collective responses to the priorities in the GTP, as reflected in the United Nations Development Assistance Framework, which includes humanitarian and development activities.

Coordination

18. The federal DRM and Food Security Sector (DRMFSS) under the Ministry of Agriculture coordinates disaster responses and food assistance programmes. Food assistance and PSNP 4 interventions are coordinated at the federal level through the food management task force; WFP is a member of the PSNP donor working group and is the acting secretary of the prioritization committee for humanitarian assistance.
19. The humanitarian country team coordinates United Nations agencies, non-governmental organizations and other humanitarian actors. Disaster response is coordinated under DRMFSS, which is expected to report to the Office of the Prime Minister.
20. The nutrition sector is coordinated by a body representing the ministries of health, agriculture, labour and social affairs, and women, children and youth affairs.

¹⁰ A conditionality is “soft” when households are asked to implement changes in nutritional practices; these are monitored, but no reductions in rations are enforced and the households do not participate in public works. Soft conditionality applies to pregnant and lactating women, elderly and disabled people and HIV/AIDS and tuberculosis patients.

¹¹ Ministry of Agriculture, June 2012.

OBJECTIVES

21. PRRO 200712 addresses structural food insecurity and malnutrition among people living in disaster-prone areas. The objectives are to:
 - i) provide short-term food assistance for households in periods of acute emergency stress and address moderate acute malnutrition among children under 5 and pregnant and lactating women (Strategic Objective 1);¹²
 - ii) support the Government in a transition from relief assistance to a structured and predictable safety net to reduce the impact of shocks and build resilience under PSNP (Strategic Objective 3); and
 - iii) prevent chronic malnutrition and stunting among children under 2 and pregnant and lactating women (Strategic Objective 4).
22. PRRO 200712 is consistent with WFP's country strategy for 2012–2015 and is aligned with the United Nations Development Assistance Framework and the sustainable development goals; it supports the GTP and contributes to Millennium Development Goals (MDGs) 1, 3, 4, 5 and 7.¹³

RESPONSE STRATEGY

Assistance to Date

23. The current PRRO 200290 (2012–2015) provides relief for 2.5 to 3.5 million beneficiaries per year, supports the PSNP in the Afar and Somali regions, and addresses moderate acute malnutrition through targeted supplementary feeding (TSF) in food-insecure areas. Considerable synergies exist between the public works in the PSNP and component 2 of the country programme – Managing Environmental Resources to Enable Transitions to more Sustainable Livelihoods.
24. The May 2014 operational evaluation recognized WFP's significant contribution to reducing hunger in difficult contexts and its role in high-level development programmes. It also highlighted improved community assets and food consumption among PSNP participants, and stressed the needs to: i) scale up the continuous screening modality for TSF, including nutrition interventions; ii) improve the quality of public works in pastoral areas under PSNP; and iii) design a comprehensive capacity development strategy for all components.

Strategy

25. PRRO 200712 will facilitate the transition from relief assistance to support for the expansion and national ownership of long-term social-protection programmes, in alignment with the Government's vision. As part of this transition, WFP will advocate for a stronger emphasis on food and nutrition security as a central objective of government safety nets. In addition to delivering food assistance, WFP will with key stakeholders, provide technical

¹² Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 3 – Reduce risk and enable people, communities and countries to meet their own food and nutrition needs; Strategic Objective 4 – Reduce undernutrition and break the intergenerational cycle of hunger.

¹³ MDG 1 – Eradicate extreme poverty and hunger; MDG 3 – Promote gender equality and empower women; MDG 4 – Reduce child mortality; MDG 5 – Improve maternal health; MDG 7 – Ensure environmental sustainability.

and advisory support to government partners at the national and regional levels to improve planning, implementation and monitoring of government-led food security and nutrition interventions.

⇒ *Relief*

26. Unconditional relief assistance will be national in scope and will address seasonal food shortages. The relief component is determined on the basis of an annual report by a government-led multi-agency group¹⁴ on relief assistance estimates (see Table 1) projected from historical trends. Relief assistance will aim to meet the immediate food needs of populations facing climate shocks, conflict and high food prices. Transfers will be of both food and cash, with cash being the preferred modality where market conditions are appropriate and cash infusions will stimulate market supply; vouchers that ensure access to fresh foods and dietary diversity will be incorporated into nutrition interventions.¹⁵ Beneficiary numbers will be reduced from 2 million in 2015 to 600,000 in 2018 by moving chronically food-insecure people to the PSNP or the Ministry of Labour and Social Affairs under the Government's broader social protection policy.¹⁶ Building on their partnership in food security and vulnerability analysis and market monitoring, WFP and DRMFS will engage with central and regional authorities to improve identification of chronically food-insecure populations and establish new, non-relief-based criteria for household eligibility for PSNP support.

⇒ *PSNP 4*

27. The Government-led PSNP 4 will expand to cover 10 million beneficiaries between 2015 and 2018. Except for in Afar and Somali regions, the Government implements PSNP throughout Ethiopia, covering 7.8 million people. WFP participated in design of PSNP 4 with all stakeholders, and has been requested by regional governments to help implement PSNP in Somali and Afar, providing an average of 2.2 million beneficiaries per year with food and, if feasible, cash. In parallel, WFP will strengthen the capacity of regional and *woreda*-level officials to take over PSNP 4 implementation, including by establishing systems for managing, tracking and distributing food and cash. Good practices in food management, and training modules from the successful Food Management Improvement Programme (FMIP) will support implementation of PSNP 4 in Afar and Somali regions. WFP will use its experience in market-based interventions to identify, test and institutionalize more efficient cash delivery platforms – such as mobile money – that can eventually be adopted by the Government.

28. A major difference between Afar and Somali regions and the rest of Ethiopia is the pastoral nature of their populations. WFP will support the Afar and Somali regional governments in adapting PSNP eligibility criteria to reflect the needs of pastoralist communities. Conditional transfers under PSNP are normally for public works to improve water, soil and forestry and to build productive assets for improved resilience against climate shocks. These activities will be adapted to the needs of pastoral groups. WFP will work with

¹⁴ The Humanitarian Requirements Document is produced twice a year during the main harvest in November and December, and during the second harvest in May and June. A summary of food needs for 12 months is issued in January or February, with periodic updates.

¹⁵ Most women prefer cash because it reduces the need to carry food. In most regions, no significant gender gaps were observed in access to markets.

¹⁶ “Chronically food-insecure” refers to relief beneficiaries who have been assisted for three successive years: able-bodied beneficiaries will be moved to the expanded PSNP; the Ministry of Labour and Social Affairs will be responsible for those unable to work.

the Ministry of Agriculture and the Food and Agriculture Organization of the United Nations (FAO) on advocating for rural services for PSNP beneficiaries, such as microfinance and extension services – including by providing vouchers for veterinary services for pastoralists – to encourage productive investments that can support livelihoods and livelihood diversification.

⇒ *Nutrition*

29. Nutrition interventions will be relevant to both relief and PSNP components of the PRRO, addressing chronic and acute malnutrition through preventive and curative approaches.
30. Moderate acute malnutrition will be addressed through TSF in “hot-spot” *woredas*.¹⁷ Based on evaluation recommendations, WFP will improve its screening and follow-up of children and further integrate its activities into the Government’s Health Extension Programme (HEP), which builds human capacities and infrastructure in 44 *woredas* in the Tigre, Oromia, Southern Nations Nationalities and Peoples and Amhara regions. HEP is not yet functional in Somali, Afar and Gambella regions, where WFP will work with local health networks on screening, supported by the United Nations Children’s Fund (UNICEF) to identify malnourished beneficiaries.
31. WFP will work with UNICEF and the Ministry of Health to develop a comprehensive stunting reduction strategy, initially in Afar and Amhara regions, which have the highest stunting rates in the country. Locally produced specialized nutritious products¹⁸ will be used in introducing complementary foods into the diet, along with vouchers for fresh foods such as vegetables, milk and meat. Innovative community-based approaches such as mothers’ networks will be used to improve awareness of complementary foods and appropriate feeding practices for young children. In view of the different influences of men and women on complementary feeding practices, nutrition sensitization will include specific messages on matters such as types of complementary foods and the role of household heads in making food available so that mothers – and other caregivers – can feed their children.
32. Work on preventing and treating malnutrition will need to be linked to relief and PSNP activities. WFP will advocate for and pilot the use of fresh food vouchers in PSNP in the Afar and Somali regions. This will ensure that WFP’s transfers of cereals and pulses are complemented by nutrient-rich foods from local markets, and will enable diversification of the food basket. The use of cash and vouchers in PSNP in Afar and Somali can also be a way of reaching and supporting pastoral communities that are a reliable source of fresh milk and meat. WFP’s support to expansion of HEP will be critical in ensuring that children in households receiving relief assistance also benefit from specialized nutrition support and assistance.

⇒ *Capacity development*

33. All components of PRRO 200712 will include capacity development.
34. The FMIP, which aims to enhance the efficiency of emergency relief and PSNP food management, will be fully implemented by 2015; it will complete the Government’s tracking and reporting system. During PRRO 200712, FMIP will: i) implement the Commodity Allocation Tracking System at the regional level; ii) establish a food and

¹⁷ *Woredas* are classified as “hotspots” by the early-warning system on the basis of phase III famine indicators triangulated with indicators of increased malnutrition, 15 percent or above global acute malnutrition and 3 percent or above severe acute malnutrition, or increased admissions to therapeutic feeding.

¹⁸ Supported by the Clinton Health Access Initiative, the SuperCereal Plus project aims to start production in newly developed factories in Ethiopia.

non-food coordination unit in DRMFSS; and iii) train middle and senior managers in Ethiopia's humanitarian supply chain.

35. WFP will build early-warning systems to enhance DRM with key partners and will refine the Livelihoods, Early Assessment and Protection instruments;¹⁹ it will also complete risk profiling and contingency plans in *woredas* at risk.
36. The nutrition-related capacities of *woreda* health officials will be increased through training. Because the nutrition interventions may be adversely affected by inadequate health, water and sanitation systems, the partnerships with the Ministry of Health and the UNICEF-supported nutrition programmes will be crucial.
37. The PSNP expansion in pastoral areas will require increased investments in capacity development for district staff to enable them to implement the public works and food and cash distributions. WFP will enhance the programming and implementation and will address the targeting issues noted in the operational evaluation in collaboration with other agencies and donors.

⇒ *Rural Resilience Initiative*

38. The Rural Resilience Initiative (R4) mitigates farmers' risks with weather-index insurance, access to micro-credit and savings, and public works in disaster risk reduction. The initiative is being implemented in Tigray, and will be expanded to Amhara and pastoral areas to invest in rural livelihoods and the resource base of PSNP beneficiaries. Insurance premiums were initially covered by programme funds, but farmers' willingness to provide labour for public works in exchange for premiums shows that communities value this initiative. The R4 will be expanded from 43,000 beneficiaries in the first year of PRRO 200712 to 100,000 in the last year.

Hand-Over

39. With the progressive reduction of the relief component in favour of a government social-protection programme, and continued capacity development to support humanitarian supply chains, PRRO 200712 contributes to the Government's ownership and management of food assistance.
40. Despite the progressive absorption of chronic relief cases into the PSNP, the number of beneficiaries is similar to the current operation. The reduction in the WFP relief caseload is offset by the expansion of PSNP in Somali and Afar regions and the introduction of the nutrition preventative programme in areas with high stunting rates.
41. PRRO 200712 will support early warning and DRM processes to identify transitory acute food needs and to provide food or cash assistance for a limited time.

¹⁹ A software tool to give early prediction of crop or pasture failure on the basis of remote sensing and ground data on rainfall and vegetation.

BENEFICIARIES AND TARGETING

42. Under PRRO 200712, WFP will provide food assistance as follows:
- i) Relief assistance will be provided to households identified as temporarily acutely food-insecure by the national Humanitarian Requirements Document following the multi-agency assessments.
 - ii) PSNP support will focus on assistance for vulnerable households in the Afar and Somali regions.
 - iii) TSF will support vulnerable households with children under 5 and pregnant and lactating women affected by moderate acute malnutrition.
 - iv) Preventative interventions will address chronic malnutrition in children under 2 and pregnant and lactating women in Afar and Amhara, where stunting rates are highest.
43. Households will be targeted for relief and PSNP through community distribution committees on the basis of guidelines approved by WFP and the Government. Enrolment in TSF programmes is based on mid-upper arm circumference.
44. The national targeting guidelines prioritize orphans, widows, the elderly and the disabled. Women are involved in decision-making through the local committees; distribution sites are chosen so that women and children can collect their entitlements safely. Women will be informed about their entitlements, whereas men will be sensitized as to the importance of women's participation with a view to preventing gender-based tension and possible violence. Registration lists and ration cards will be audited, and interviews with beneficiaries will establish quantities received and numbers of registered household members. Complaint and appeal mechanisms will be established and monitored.

TABLE 1: BENEFICIARIES BY ACTIVITY

Activity	2015			2016			2017			2018			2015–2018		
	Boys/ men	Girls/ women	Total	Boys/ men	Girls/ women	Total	Boys/ men	Girls/ women	Total	Boys/ men	Girls/ women	Total	Boys/ men	Girls/ women	Total
PSNP	-	-	-	819 249	804 251	1 623 500	965 777	948 098	1 913 875	1 102 592	1 082 408	2 185 000	1 102 592	1 082 408	2 185 000
- food	-	-	-	768 748	754 752	1 523 500	905 177	888 698	1 793 875	1 031 893	1 013 107	2 045 000	1 031 893	1 013 107	2 045 000
- cash	-	-	-	50 429	49 571	100 000	60 514	59 486	120 000	70 600	69 400	140 000	70 600	69 400	140 000
Relief	1 034 469	1 015 531	2 050 000	729 133	715 867	1 445 000	514 052	504 698	1 018 750	316 883	311 117	628 000	1 346 424	1 321 926	2 668 350
- food	933 498	916 502	1 850 000	628 225	616 775	1 245 000	433 324	425 426	858 750	252 299	247 701	500 000	1 196 277	1 174 473	2 370 750
- cash	100 857	99 143	200 000	100 900	99 100	200 000	80 720	79 280	160 000	64 576	63 424	128 000	150 139	147 461	297 600
Nutrition	193 560	363 341	556 901	336 958	599 745	936 703	342 554	608 909	951 463	196 282	369 345	565 627	1 055 105	1 885 575	2 940 680
- TSF – treatment of MAM*	173 204	283 675	456 879	315 924	517 423	833 347	321 520	526 587	848 107	175 248	287 022	462 271	985 897	1 614 707	2 600 604
- Prevention of chronic malnutrition (stunting)	20 355	79 667	100 022	21 034	82 322	103 356	21 034	82 322	103 356	21 034	82 322	103 356	69 208	270 868	340 076
TOTAL	1 228 028	1 378 873	2 606 901	1 885 340	2 119 863	4 005 203	1 822 383	2 061 705	3 884 088	1 615 757	1 762 870	3 378 627	3 504 122	4 289 908	7 794 030
Total adjusted**	1 181 574	1 291 671	2 473 245	1 804 470	1 975 924	3 780 394	1 740 170	1 915 567	3 655 737	1 380 349	1 635 051	3 015 400	2 812 182	3 331 085	6 143 267

* moderate acute malnutrition

** The total adjusted beneficiaries figure is reached after deducting the overlap of 24 percent of nutrition beneficiaries with relief or PSNP and the overlap with the 658,750 PSNP beneficiaries.



NUTRITIONAL CONSIDERATIONS AND RATIONS/VALUE OF CASH AND VOUCHER TRANSFERS

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

	Relief	Relief: Supp. ration for vulnerable groups	Stunting prevention: children under 2	Stunting prevention: pregnant and lactating women	PSNP	TSF: children under 5	TSF: pregnant and lactating women
Cereals	500	-	-	-	500	-	-
Pulses	50	-	-	-	133	-	-
Vegetable oil	15	-	-	20	-	-	31
SuperCereal	-	150	-	200	-	-	250
SuperCereal Plus	-	-	-	-	-	200	-
Lipid nutrient supplement	-	-	50	-	-	-	-
Cash/voucher (USD/person/day)	0.45	-	-	-	0.33	-	-
TOTAL	565	150	50	220	633	240	-
Total kcal/day	2 050	570	260	929	2 171	1 124	-
% kcal from protein	11.7	18.9	10	13.2	17.9	37.5	-
% kcal from fat	15.6	14.2	50	35	3.9	45.5	-
No. of feeding days	30 days/ month	30 days/ month	180 days/ year	180 days/ year	22-23 days/ month	90 days/ quarter	90days/ quarter

TABLE 3: TOTAL FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY (mt)

	Relief	PSNP	Stunting prevention: children under 2	Stunting prevention: pregnant and lactating women	TSF	Total
Sorghum	105 188	-	-	-	-	105 188
Wheat	154 688	542 327	-	-	-	697 014
Maize	84 503	-	-	-	-	84 563
Red beans	16 913	144 620	-	-	-	161 533
Yellow split peas	17 531	-	-	-	-	17 531
Oil	10 333	-	-	1 440	4 230	14 563
SuperCereal	36 166	-	-	16 519	59 124	111 809
Ready-to-use supp. food	-	-	1 800	-	-	1 800
TOTAL FOOD	425 380	686 947	1 800	17 959	63 354	1 194 001
Cash/voucher (USD)	48 198 400	24 240 000	-	-	-	75 626 360

45. WFP will continue to monitor markets with government counterparts to select appropriate transfer modalities and the value of transfers under the relief component.
46. The in-kind relief ration meets daily requirements with cereals pulses and oil. Children under 5, pregnant and lactating women, the elderly and the disabled will receive an additional ration of blended fortified food; these groups account for 35 percent of the targeted population. The values for cash transfers under the relief component follow market prices²⁰ and are adjusted monthly.
47. Under TSF beneficiaries will receive SuperCereal Plus; the ration for stunting will include ready-to-use supplementary foods. Options for introducing cash or vouchers and local complementary foods will be explored.
48. The PSNP rations are determined at the federal level on the basis of market analyses at the *woreda* level.²¹ The PSNP ration includes cereals and pulses.²²

IMPLEMENTATION

Participation

49. For relief and PSNP, community committees ensure that women are fully represented and that public works schemes benefit women and men equally. Women are the primary recipients of food or cash transfers because they have the primary role in addressing household needs.
50. The PSNP has appeal committees at the *kebele*²³ level to resolve complaints about beneficiary selection and food and cash distributions.
51. Relief and PSNP community-level committees have gender quotas. PSNP 4 activities are gender-sensitive: they include light work options and soft conditionalities linked to nutritional awareness and education.

Partners and Capacities

52. WFP's main government counterpart for the PSNP and relief components is the Disaster Risk Management and Food Security Sector which will retain the public works components and will transfer direct support for those unable to work to the Ministry of Labour and Social Affairs under the DRM policy. WFP's support for these transitions is budgeted under capacity development and augmentation.
53. The fortified blended products for nutrition are managed and distributed by health centres. Logistics support is the responsibility of the Disaster Risk Management and Food Security Sector.
54. Because implementation capacities in pastoral areas are limited the Government and its partners are assessing PSNP implementers and preparing a new implementation manual that will include capacity development. WFP will provide technical support for capacity development in the Somali and Afar regions with Regional PSNP authorities.

²⁰ Because SuperCereal is unavailable locally, 20 percent was added to the relief cash transfer.

²¹ In the PSNP areas handled by WFP there are 50 *woredas* receiving food transfers only. PRRO 200712 proposes cash distributions for 200,000 beneficiaries in Somali region.

²² The PSNP ration contains cereals only. Pulses will be introduced in 2015 in the new PSNP 4 phase.

²³ *Kebele* is the smallest administrative unit of Ethiopia, similar to a neighbourhood or a localized and delimited group of people.

Procurement

55. WFP will increase its local purchases to improve cost-effectiveness and timeliness.²⁴ In 2013 46 percent of food was locally procured. Procurement under Purchase for Progress increased to 19,000 mt, 12 percent of local purchases. Options for exporting locally purchased food through the Forward Purchase Facility or directly to neighbouring countries are being planned; export permits have been authorized. The Government's contribution under the risk-financing mechanism will enable more purchases in Ethiopia.
56. This operation will support local producers of fortified blended foods. SuperCereal will be produced locally under the Clinton Health Access Initiative and used in nutrition interventions. The locally developed chickpea-based ready-to-use supplementary food is a promising cost-effective alternative to imported products. WFP will continue to improve food quality and safety through Purchase for Progress.

Logistics

57. Djibouti is the primary port of entry for internationally sourced food. Construction of the Djibouti hub will be completed in 2015 providing capacity for 55,000 mt of food and 2,800 m² of space for non-food items. Considerable cost savings are anticipated.
58. Under the national relief component WFP delivers food to government warehouses and government counterparts transport it to final delivery points and manage distribution. In Somali and Afar regions WFP is responsible for transporting and storing food; government counterparts handle distribution. For nutrition interventions delivery of food to health centres and posts will be continued.

Transfer Modalities

59. Local security and police must by law be present to minimize theft and abuse during cash transfers and cash may only be collected with a valid identity card. Blended fortified foods will constitute the primary transfer for nutrition interventions. Options for other modalities will be explored such as cash or vouchers for local complementary foods.

Non-Food Inputs

60. In nutrition interventions regular non-food inputs are required for sensitization, delivery of behaviour messages, training in the preparation of complementary foods and support for local producers. PSNP 4 requires investments in public work schemes which are budgeted under other direct operational costs.
61. To implement capacity development in the FMIP and the DRM policy, capital investments in systems and hardware are required. This is budgeted under capacity development and augmentation. The insurance premium requirements for the farmers under the R4 scheme are budgeted under other direct operational costs.

²⁴ In 2013 Ethiopia was among the top five sources of WFP purchases.

PERFORMANCE MONITORING

62. Cross-cutting and outcome indicators for the PSNP and relief activities will be monitored twice a year in community household surveys: the tools are being revised on the basis of evaluation recommendations and lessons learned. Baseline values for outcome indicators will be collected in June 2015 through the community household surveys.
63. Baseline data for the National Capacity Index will be determined in consultations with Government ministries and other stakeholders.
64. The community household surveys and process monitoring will be enhanced with a data-collection system based on mobile devices. Support for sub-offices will include reviews of outcome and process monitoring findings and follow-up actions. The introduction of third party monitoring is intended to cover insecure areas that WFP staff cannot reach.
65. The national PSNP is evaluated every two years. The results will be used to enhance the PSNP component of PRRO 200712.

RISK MANAGEMENT

66. Contextual risks in Ethiopia are largely weather-related and likely to put people at risk of extreme food insecurity. The PSNP 4 includes response mechanisms for an additional 1.7 million transitory beneficiaries based on a federal risk-financing mechanism.
67. The main programmatic risks are related to resourcing levels for the WFP-supported PSNP in pastoral areas and the risk financing mechanism should not be perceived as a substitute for core donor support. The other main programmatic risk is the limited government capacities for implementation and response: PRRO 200712 will therefore develop the Government's capacities in DRM and FMIP.
68. WFP undertakes risk assessments of its operational areas with the United Nations Department of Safety and Security; new operational areas have priority. The risk register is updated during the six-monthly performance meetings. Extenuating circumstances are discussed and actions identified during senior management meetings.

Security

69. In Ethiopia United Nations security levels range between 1 and 4. Half of reported security incidents occur in Somali region. Mitigating measures include improvements in infrastructure, system assessments and tracking of staff movements. Compliance with minimum operating security standards ranges from 75 percent to 90 percent.

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (USD)	Value (USD)
Food			
Cereals	886 764	231 456 063	
Pulses	179 064	106 166 270	
Oil and fats	14 563	13 671 828	
Mixed and blended food	113 609	93 007 561	
Total food	1 194 001	444 301 722	
External transport		94 101 627	
Landside transport storage and handling		221 565 441	
Other direct operational costs – food		12 558 542	
Food and related costs¹		772 527 332	772 527 332
Cash and vouchers		72 438 400	
Related costs		3 187 960	
Cash and vouchers and related costs		75 626 360	75 626 360
Capacity development and augmentation		11 055 545	11 055 545
Direct operational costs			859 209 238
Direct support costs ² (see Annex I-B)			107 401 145
Total direct project costs			966 610 383
Indirect support costs (7.0 percent) ³			67 662 727
TOTAL WFP COSTS			1 034 273 110

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

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

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

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
Staff and staff-related	
Professional staff	32 420 313
General service staff	22 496 650
Danger pay and local allowances	1 619 574
Subtotal	56 536 537
Recurring and other	14 566 573
Capital equipment	7 500 000
Security	5 626 835
Travel and transportation	20 371 200
Assessments, evaluations and monitoring ¹	2 800 000
TOTAL DIRECT SUPPORT COSTS	107 401 145

¹ Reflects estimated costs when these activities are carried out by third parties. If the activities are carried out by country office staff, the costs are included in the staff and staff-related and travel and transportation categories.



ANNEX II: LOGICAL FRAMEWORK

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



ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
<p>Stabilized or improved food consumption over assistance period for targeted households and/or individuals.</p> <p>National and sub-national institutions and disaster prone communities have systematically responded to disasters, reduced impacts of disasters and improved food security.</p>	<p>FCS: percentage of households with poor Food Consumption Score (male-headed)</p> <p>FCS: percentage of households with poor Food Consumption Score (female-headed)</p> <p>Diet Diversity Score (male-headed households)</p> <p>Diet Diversity Score (female-headed households)</p> <p>CSI: Coping Strategy Index (average)</p>	<p>Government maintains its commitment to and leadership in addressing the impacts of disasters.</p>
<p>Outcome 1.2</p> <p>Stabilized or reduced undernutrition among children aged 6–59 months and pregnant and lactating women</p> <p>Food-insecure people, in particular women, children and vulnerable groups, will have access to emergency nutrition services.</p>	<p>MAM treatment default rate (%)</p> <p>MAM treatment mortality rate (%)</p> <p>MAM treatment non-response rate (%)</p> <p>MAM treatment recovery rate (%)</p> <p>Proportion of target population who participate in an adequate number of distributions</p> <p>Proportion of eligible population who participate in programme (coverage)</p>	<p>The health, nutrition, water, sanitation and hygiene sectors provide integrated responses.</p> <p>Complementary outcomes – household food security, caring practices, knowledge of basic health practices, etc. – are improved through synergy between WFP activities and the inputs and services provided by partners.</p>
<p>Output 1.1</p> <p>Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>Donors provide adequate support to relief interventions.</p>
<p>Output 1.2</p> <p>Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p>	<p>Donors support TSF programmes.</p> <p>Food items in the TSF basket are available on time through local procurement.</p>

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<p>Output 1.3 Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively</p>	<p>Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling</p> <p>Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned</p> <p>Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned</p>	<p>Government health workers and partners providing complementary inputs and services cooperate with WFP on nutrition messaging and counselling services.</p>
Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs		
<p>Outcome 3.1 Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households</p> <p>National and sub-national institutions and disaster-prone communities have systematically reduced disaster risks and improved food security</p>	<p>CAS: percentage of communities with an increased Asset Score</p> <p>Diet Diversity Score (male-headed households)</p> <p>Diet Diversity Score (female-headed households)</p> <p>FCS: percentage of households with poor Food Consumption Score (male-headed)</p> <p>FCS: percentage of households with poor Food Consumption Score (female-headed)</p> <p>FCS: percentage of households with borderline Food Consumption Score (male-headed)</p> <p>FCS: percentage of households with borderline Food Consumption Score (female-headed)</p> <p>CSI (Asset Depletion): Percentage of female-headed households with reduced/stabilized Coping Strategy Index</p> <p>CSI (Asset Depletion): Percentage of male-headed households with reduced/stabilized Coping Strategy Index</p> <p>CSI (Food): Percentage of female-headed households with reduced/stabilized Coping Strategy Index</p> <p>CSI (Food): Percentage of male-headed households with reduced/stabilized Coping Strategy Index</p>	<p>The behaviour of communities and households regarding asset-building continues to improve.</p>



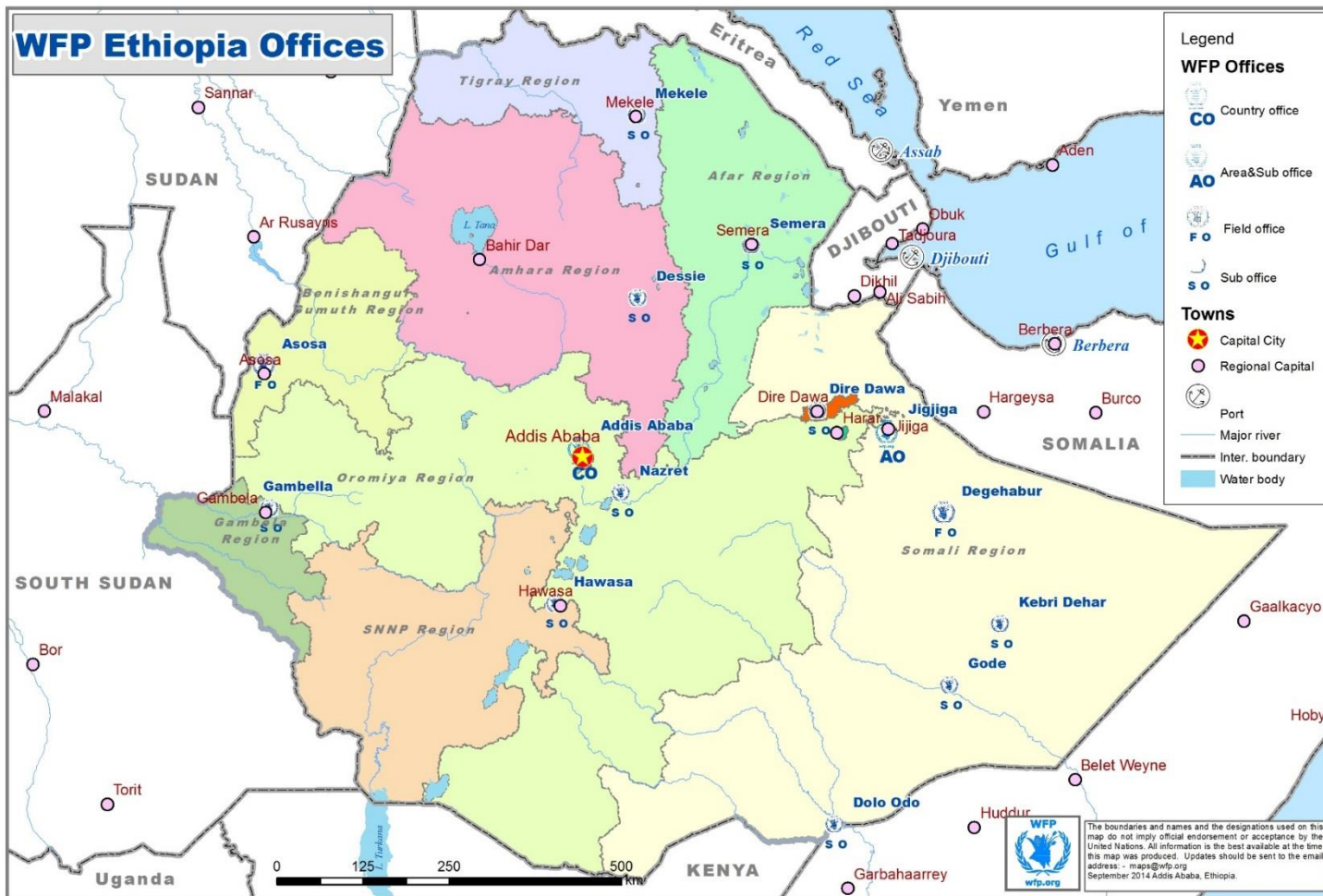


ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p>Outcome 3.2 Risk reduction capacity of countries, communities and institutions strengthened National and sub-national institutions and disaster prone communities have systematically reduced disaster risks and impact of disasters, and have improved food security.</p>	<p>NCI: Food security programmes National Capacity Index Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP</p>	<p>Government continues to support roll-out of the multisectoral and multi-hazard disaster risk management system, and empowers regions through capacity augmentation.</p>
<p>Output 3.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>Communities and households are motivated and willing to engage in public works and to complete activities on time.</p>
<p>Output 3.2 Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure</p>	<p>Public work strategies for pastoralists are put in place, with implementation and maintenance plans in line with pastoral livelihoods.</p>
<p>Output 3.3 National systems for monitoring trends in food security and nutrition strengthened</p>	<p>Number of food security and nutrition monitoring/surveillance reports produced with WFP support Number of government counterparts trained in collection and analysis of food and nutrition security data</p>	
<p>Output 3.4 Human capacity to reduce risk of disasters and shocks developed</p>	<p>Number of people trained, disaggregated by sex and type of training</p>	
<p>Output 3.5 National safety nets for food security, nutrition, education, community assets and overall contribution to resilience-building supported Disaster mitigation measures in place with WFP's capacity development support</p>	<p>Number of people trained, disaggregated by sex and type of training Number of technical assistance activities provided, by type</p>	



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger		
<p>Outcome 4.1 Reduced undernutrition, including micronutrient deficiencies among children aged 6-59 months, pregnant and lactating women, and school-aged children</p>	<p>MAM treatment default rate (%) MAM treatment mortality rate (%) MAM treatment non-response rate (%) MAM treatment recovery rate (%) Proportion of children who consume a minimum acceptable diet Proportion of eligible population who participate in programme (coverage) Proportion of target population who participate in an adequate number of distributions</p>	<p>The health, nutrition, water, sanitation and hygiene sectors provide integrated responses. Complementary outcomes – household food security, caring practices, knowledge of basic health practices, etc. – are improved through synergy between WFP activities and the inputs and services provided by partners.</p>
<p>Output 4.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned</p>	<p>Donors are interested in supporting nutrition programme for preventing stunting. Food items for preventing stunting are available on time through local procurement.</p>
<p>Output 4.2 Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively</p>	<p>Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned</p>	<p>Government health workers and partners providing complementary inputs and services cooperate with WFP on nutrition messaging and counselling services.</p>



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

DRM	disaster risk management
DRMFSS	Disaster Risk Management and Food Security Sector
FMIP	Food Management Improvement Programme
GTP	Growth Transformation Plan
HEP	Health Extension Programme
MAM	moderate acute malnutrition
MDG	Millennium Development Goal
PRRO	protracted relief and recovery operation
PSNP	Productive Safety Net Programme
R4	Rural Resilience Initiative
TSF	targeted supplementary feeding
UNICEF	United Nations Children's Fund