BUDGET INCREASE TO COTE D'IVOIRE EMERGENCY OPERATION 200255

Budget Revision Number 01

Emergency Assistance to Displaced Populations in Response to the Political Crisis in Côte d'Ivoire

Cost (United States dollars)

	Current budget	Increase	Revised budget
Food cost	5,428,616	10,493,785	15,922,401
Cash/voucher transfers	0	1,548,387	1,548,387
External transport	974,589	2,838,093	3,812,682
LTSH	3,981,672	2,292,367	6,274,039
ODOC	826,342	1,377,114	2,203,456
DSC	3,824,452	2,933,892	6,758,344
ISC (7.0 percent)	1,052,497	1,503,855	2,556,352
Total cost to WFP	16,088,168	22,987,493	39,075,661

NATURE OF THE INCREASE

- 1. A budget revision to the Côte d'Ivoire emergency operation (EMOP) 200255 is proposed to assist an additional 503,000 beneficiaries until mid-September 2011, bringing the total number of beneficiaries to 628,000. This budget revision will allow WFP to respond to the massive population displacements that followed the escalation of violence in Côte d'Ivoire. It takes into account the specific needs of displaced and returning populations both in rural and urban areas, with a particular focus on women, children and other vulnerable groups. Moreover, this budget revision introduces a new cash/voucher transfer component for 60,000 vulnerable people in Abidjan, starting in June.
- 2. Specifically, the budget revision will:
 - ➤ Increase the food tonnage by 16,983 mt, valued at US\$10.5 million;
 - ➤ Introduce a cash/voucher component valued at US\$1.5 million;
 - ➤ Increase the associated costs by US\$9.4 million, consisting of external transport, land transport storage and handling (LTSH), other direct operational costs (ODOC) and direct support costs (DSC); and
 - ➤ Provide additional indirect support costs (ISC) of US\$1.5 million.

JUSTIFICATION FOR THE BUDGET INCREASE

Summary of Existing Project Activities

3. After disputed presidential elections in 28 November 2010, Côte d'Ivoire experienced clashes between the two military forces, ethnic violence and massive population displacements. WFP responded in December 2010 through an immediate response



emergency operation (IR-EMOP) covering the needs of 18,000 internally displaced persons (IDPs) through general food distributions (GFDs) for 45 days.

- 4. In March 2011, WFP launched the EMOP 200255 to address the food needs of 125,000¹ persons in western, central and northern regions as well as in Abidjan, in line with WFP's Strategic Objective 1 ("save lives and protect livelihoods in emergencies"). The EMOP initially targeted: (i) 80,000 IDPs and 20,000 vulnerable people in the host communities through general food distributions (GFD); (ii) 23,000 moderately malnourished children 6-59 months, 8,000 pregnant and lactating women, and 1,450 people living with HIV (PLHIV) on anti-retroviral treatment (ART) through supplementary feeding. Food assistance is also provided to 1,450 caretakers of children in therapeutic feeding centres.
- 5. The EMOP covers the period from mid-March to mid-September 2011, with 9,900 mt food initially planned for distribution through the various activities over the sixmonth period. Of this, 2000 mt has been distributed to date despite serious constraints posed by insecurity in Abidjan and the western regions, which severely limited access by WFP and partners for assessments and distributions. WFP's Country Office in Abidjan was closed for several weeks from end March due to heavy combat, which also forced the relocation and evacuation of national and international staff. During the combat, WFP's warehouse was looted, resulting in the loss of over 2,000 mt rice, vegetable oil and other commodities intended for distribution through the school feeding programme. WFP sub-offices in Man and Bouake remained open and operational throughout this period.
- 6. As a result of the embargo put on the port of Abidjan, WFP had to identify alternative routes to supply commodities through Ghana, Mali and Burkina Faso. Over 300 mt of food was airlifted to bring urgent supplies, including high-energy biscuits (HEBs) and Supplementary Plumpy, into the country. The port operation reopened in mid-April with a large backlog.
- 7. Other projects in Côte d'Ivoire include a protracted relief and recovery operation (PRRO) and a development project. PRRO 106720 "Assistance to populations affected by the Côte d'Ivoire protracted crisis" operates in the centre, north, west (centre, nord, ouest CNO) zones, which were previously under control of the "New Forces" (Forces Nouvelles). The school feeding and nutrition activities of the PRRO have been disrupted by insecurity in recent months but food distributions are being resumed with improvements in security conditions. The development project (107590) has been supporting a sustainable school feeding project in the southern regions known previously as the "Zone de Confiance" under the control of the former president. This project was also disrupted and, given the current conditions, school feeding in the southern regions is to continue as part of the revision to this EMOP (see paragraph 22).

Conclusion and Recommendations of the Re-Assessment

8. Following the arrest of the former president Laurent Gbagbo on 11 April, the overall security situation in Abidjan has been improving, as shown by the resumption of regular business activities, particularly banks, markets and other commercial enterprises. Outside Abidjan, reports of heightened tensions and sporadic incidents of

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¹ The total number of beneficiaries is adjusted to avoid double-counting of beneficiaries receiving rations through more than one activity.

violence continue, particularly in the west of the country. On 6 May, Alassane Dramane Ouattara was sworn in as President of Côte d'Ivoire. However, the humanitarian crisis persists as thousands of people remain displaced and are in need of assistance.

- 9. Ethnic clashes in the western regions have caused an additional flow of refugees to neighbouring Liberia, where the total number of refugees is estimated at 158,000.² While refugees are crossing into Liberia, there are reports of an unconfirmed number of Ivorian refugees in Nimba County (Liberia) returning to Cote d'Ivoire on reconnaissance visits.³ The Office of the United Nations High Commissioner for Refugees (UNHCR) is improving its border monitoring to collect accurate information on movements in both directions. In addition to the large number of refugees in Liberia, refugees from Côte d'Ivoire continue to be registered in Ghana, Guinea and Togo; WFP's operations in all countries of refuge are being adjusted to provide necessary assistance to those affected people.
- 10. An estimated 170,000 additional IDPs have been identified throughout Côte d'Ivoire, living in sites and host families, though this number is likely to be higher due to the difficulty in locating all the IDPs living with host families. Displaced people fled their homes with very few possessions and are staying either in overcrowded, makeshift camps or with host populations, sharing their already meagre resources. A number of displaced persons are stranded in the main cities (Abidjan, Bouaké, Man, Daloa, Mankono, Bouaflé among others) and are unable to return to their areas of origin due to the lack of means of transport, or for fear of insecurity. This has exacerbated the pressure on relatives and host families in areas that are chronically poor (30 percent of urban Ivorian households were reported as "poor" in 2008⁴).
- 11. Joint missions were carried out in February and March 2011, acknowledging food assistance as one of the major humanitarian needs. This was reconfirmed by the United Nations Disaster Assessment and Coordination (UNDAC) assessment in Abidjan and western regions at the end of April which concluded that there was a continued need for food assistance for particularly vulnerable groups, especially those in sites for displaced people, in hospitals in Abidjan, and for those affected by the conflict in rural areas, where food shortages could last until the next planting season. In addition, the UNDAC assessments confirmed urgent needs for water, sanitation, health and other basic supplies.
- 12. The recent joint assessment missions carried out by the Food and Agriculture Organization of the United Nations (FAO) and WFP⁷ also confirmed that the upcoming agricultural season is already affected in areas where, as a result of displacement, people missed the planting season which should have started in March/April for some crops. The agricultural season will be compromised further

³ OCHA, Côte d'Ivoire Situation report # 6-13 May 2011.

⁷ Cote d'Ivoire + 5 Crisis, Situation Report N.2, FAO's Sub Regional Emergency and Rehabilitation Office



² www,unhcr.org/4db68b499,html

⁴ Integrated Food Security Phase Classification (IPC) 2010.

⁵ "Equipe humanitaire en Côte d'Ivoire. Rapport general de la mission inter agences d'évaluation rapide des besoins dans les localités ayant enregistrés des violences postélectorales (Lakota, Daloa, Issia, Sinfra, Bondoukou, Tanda, Agnibiliekro, Tiebissou, Abengourou, Daoukro, Bongouanou) « and » Equipe humanitaire en Côte d'Ivoire. Evaluation Rapide Inter agences des besoins humanitaires dans les Régions des Montagnes et du Moyen Cavally, Côte d'Ivoire, 6 au 8 février 2011 ».

⁶ UNDAC Mission Report Presentation to the Humanitarian Country Team, April 29, 2011.

unless seeds, tools and food are distributed to rural communities that still have time to plant.

13. As additional areas become accessible, more assessments, including an emergency food security assessment (EFSA), are underway to: (i) confirm the number of IDPs, returnees and host populations requiring assistance; (ii) define the most appropriate and fastest response; (iii) determine the duration of food assistance, composition of rations; and (iv) identify opportunities for early recovery activities including cash/voucher transfers or other livelihood activities.

Purpose of the Budget Increase

- 14. This budget revision will enable WFP to provide assistance to an additional 503,000 displaced and conflict-affected people through both in-kind food and cash/voucher transfers. The revised beneficiary figures are based on best estimates at this time and will be adjusted further on the basis of ongoing in-depth assessments.
- 15. General food distributions for IDPs and returnees: An additional 170,000 IDPs and returning IDPs as well as 50,000 refugees returning from neighbouring countries will be assisted through GFD. IDPs will be assisted from May to mid-September. Starting from May, it is foreseen that an estimated 110,000 IDPs and 50,000 refugees will progressively return to their areas of origin and these will receive a two-month GFD package. Market and feasibility assessments will be carried out in June-July to assess the appropriateness of cash/voucher transfers for IDPs and returnees in rural areas. Depending on the assessment recommendations, a further budget revision may introduce cash/voucher transfers for IDPs and returnees as of August 2011.
- 16. General food distributions for host populations: The influx of IDPs fleeing Abidjan has affected the villages and towns in the north and other parts of the country where people settled. WFP will support an additional 20,000 people among host families for three months by providing food assistance to meet roughly 50 percent of household requirements.
- 17. Food assistance to IDPs, returnees and host populations will be undertaken in coordination with FAO, the International Committee of the Red Cross (ICRC), *Action Contre la Faim* (ACF), CARITAS, and other partners in order to complement other food security activities such as seeds distribution.
- 18. Cash/voucher transfers for vulnerable urban populations: Many of the residents in Abidjan did not have the means to escape and were highly affected by the violence in the capital. They have depleted their food and cash reserves and require support to cover their food needs while resuming their livelihoods. An estimated 60,000 vulnerable people in Abidjan (12,000 households) including people who did not leave Abidjan and displaced populations returning to Abidjan will be assisted in June and July. Given that banks have re-opened, markets have resumed and food is available in Abidjan, WFP is planning to provide these households with cash or

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⁸ The following assumptions were made by the cluster groups: A total of 20,000 IDPs will be returning home in May; 30,000 in June; 20,000 in July; 20,000 in August and 20,000 in September. The return of refugees from neighbouring countries will be gradual, depending especially on the improvement of the security situation in their areas of origin. The assumption is that 5,000 refugees will start returning in May; 10,000 in June; 10,000 in July; 15,000 in August and 10,000 by mid-September.

⁹ This figure does not necessarily reflect the overall needs but is based on WFP and partners' capacity to implement cash/voucher based interventions in Abidjan.

voucher transfers. The monthly transfer value of FCFA 30,000 per household corresponds approximately to the value of the GFD food ration. In May, WFP will draw on its experience in the Regional Bureau to carry out market surveys and urban cash/voucher assessments to identify beneficiaries, decide on cash or voucher transfer modalities, identify partners and define monitoring and evaluation modalities. Additional field monitors will be recruited for the cash/voucher transfer component.

- 19. Blanket supplementary feeding: WFP will partner with non-governmental organizations (NGOs) such as ACF to provide blanket supplementary feeding for 12,000 children aged 6-59 months to prevent the deterioration of the nutritional status of displaced populations, as discussed with the Nutrition Cluster leads. The duration of blanket supplementary feeding will vary between 2-4 months, depending on the situation.
- 20. Supplementary feeding: Nutritional support will be provided through supplementary feeding to an additional 23,000 moderately malnourished children aged 6-59 months, 12,000 pregnant and lactating women, and 3,000 patients on ART.
- 21. Caretakers ration: In therapeutic feeding programmes implemented by non-governmental organizations supported by the United Nations Children's Fund (UNICEF), an additional 3,000 caretakers of children will be assisted while the children are under treatment to prevent drop-out and improve cure rates.
- 22. Emergency school feeding: In order to encourage and accompany the return process and to support the normalization of life in Côte d'Ivoire through the rapid return to school, a total of 203,000 primary school children, currently targeted under the development project, will be assisted through emergency school feeding under this EMOP. This will allow the resumption of school feeding until the end of the school year (which has been extended until the end of August to allow the recuperation of the lost school days). Principles and conditions foreseen under the development project such as government ownership and financial contribution, food production contributions from families, hand-over and capacity development activities - cannot be realistically applied under the current situation and WFP will initiate a dialogue with the new Ministry of Education to determine an appropriate time to resume developmental school feeding. Meanwhile, the development project will be suspended during the time those schools are supported through the EMOP. While most school children will benefit from a cooked meal providing 450 kcal per day, a small provision has also been made to provide HEBs to cover emergency needs in schools which do not have cooking facilities in place. To ensure adequate monitoring and reporting, WFP will hire additional field monitors to support the National Directorate of School Canteens monitors.

 $^{^{10}}$ Exchange rate source: United Nations Operational Rates of Exchange (effective 01/04/2011) http://go.wfp.org/web/wfpgo/un-exchange-rates



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TABLE 1: BENEFICIARIES BY ACTIVITY				
Activity	Current	Increase	Revised	
GFD - IDPs/ returning IDPs	80 000	170 000	250 000	
GFD - Host population	20 000	20 000	40 000	
GFD – Returning refugees	-	50 000	50 000	
Blanket feeding for children under 5	0	12 000	12 000	
Supplementary feeding - moderately malnourished children	23 000	23 000	46 000	
Supplementary feeding - PLW	8 000	12 000	20 000	
Supplementary feeding - ART clients	1 500	3 000	4 500	
GFD - Caretakers of severely malnourished children	1 450	3 000	4 450	
Emergency school feeding	-	203 000	203 000	
Cash/Vouchers	-	60 000	60 000	
TOTAL*	125 000	503 000	628 000	

^{*} The total number of beneficiaries has been adjusted to avoid double-counting of beneficiaries receiving rations through more than one activity. It is assumed that the beneficiaries of nutrition programmes would have benefited from the GFD ration.

- 23. Coordination: Since the onset of the political crisis in Côte d'Ivoire, humanitarian actors have made considerable efforts to enhance emergency preparedness and response under the overall coordination of the Office for the Coordination of Humanitarian Affairs (OCHA). With the increasing number of NGOs present in Côte d'Ivoire since April, especially in the western regions, coordination has become even more critical. To further enhance coordination and ensure an effective response to the crisis in Côte d'Ivoire, the humanitarian coordination cluster approach has been adopted and various clusters were activated in January 2011.
- 24. WFP is the lead agency for the logistics and emergency telecommunications clusters and the co-lead agency with FAO for the food security cluster. WFP is also actively engaged in the nutrition cluster and is coordinating all nutrition-specific activities through this body.



TABLE 2: DAILY FOOD RATION BY ACTIVITY (g/person/day)							
Commodity Type	GFD IDPs, returnees and caretakers	GFD Host popul- ations	Blanket supple- mentary feeding ¹¹	Supplementary feeding (children <5)	Supplementary feeding (Pregnant & lactating women, ART clients)	Emergency School feeding	Cash/ Voucher (US\$/ person/ day)
Rice	420	210				150	
Pulses	50	25				30	
CSB	50	25	150		220		
Vegetable oil	30	15	20		25	10	
lodized salt	5	3				5	
Supplementary Plumpy®				92			
HEB						(100) ¹²	
Total	555	278		92	245	195	0.43 ¹³
Total kcal/day	2 148	1 074	777	500	1 101	731	
Number of feeding days	GFD:135/60 Caretakers: 30	120	60-120	90	180	80	60

Risk assessment and contingency planning

- 25. Contextual risks: If progress is not made in the internal peace process, there is a risk of further displacement of people. WFP is working together with the Humanitarian Country Team on contingency planning. WFP also has an emergency preparedness activity to strengthen the country office and sub-offices' capacity to respond to a further deterioration of the humanitarian situation (including logistics and information/communication technology).
- 26. Programmatic risks: Insecurity remains a major risk for access to the affected population for both assessments and distributions. It is critical that humanitarian corridors remain open for logistics support. WFP will work closely with the United Nations Department of Safety and Security to facilitate access and collaborate with partner organizations to secure access to people in need of food. WFP's regional special operation 200234 "Regional logistics and telecommunications in support of WFP EMOPs and PRROs in Côte d'Ivoire and Liberia" has increased the logistics capacity, including warehousing and pre-positioning of food commodities. The availability of adequate complementary services for nutrition activities presents a risk

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¹¹ As it is not feasible to procure CSB++ or Plumpy'Doz for blanket feeding in time, WFP will use existing stocks of CSB and vegetable oil.

¹² HEB will be provided to a limited number of children (44,000 for 5 days); the nutritional value indicated in the table reflects the full school feeding basket of cereal, pulses, oil and salt.

¹³ Given the average household size of 5, this corresponds to FCFA 30,000 per household per month, using the official exchange rate (April 2011: US\$ 1= FCFA 465).

but WFP's co-leadership of the food security cluster will facilitate identification of appropriate partnerships.

27. Institutional risk: The success of the EMOP is conditional upon adequate resources being available to WFP and other humanitarian partners responding to the crisis in Côte d'Ivoire. This risk will be mitigated by WFP's proactive communication with donor partners on food needs and shortfalls, facilitated by WFP's co-leadership of the food security cluster, and leadership of the logistics and ICT clusters. WFP would use the advance funding mechanism when feasible to address shortfalls.

FOOD REQUIREMENTS

RECOMMENDATION

TABLE 3: REVISED FOOD/CASH REQUIREMENTS (mt/US\$)				
Activity	Current	Increase	Revised	
GFD – IDPs, internal returnees, host population, returnees from abroad and caretakers of severely malnourished children	9 015	12 965	21 980	
Blanket feeding - Children under 5	0	143	143	
Supplementary feeding - Moderately malnourished children	190	190	380	
Supplementary feeding - PLW and ART clients	662	496	1 158	
Emergency school feeding		3 189	3 189	
Transit ration	12	0	12	
TOTAL FOOD REQUIREMENTS (mt)	9 879	16 983	26 862	
Cash/Vouchers	-	1 548 387	1 548 387	
TOTAL CASH REQUIREMENTS (US\$)	-	1 548 387	1 548 387	

The proposed additional commitment in food and cash/voucher transfers resulting in a revised

budget for EMOP 200255 is recommended for approval by the Executive Director and the Director-General.

Approved by:	
Josette Sheeran Executive Director, WFP	Jacques Diouf Director-General, FAO
Date:	Date:



ANNEX I-A

BUDGET INCREASE COST BREAKDOWN				
Food ¹⁴	Quantity (mt)	Value (US\$)	Value (US\$)	
Cereals	12,172	6,253,494		
Pulses	1,741	809,309		
Oil and fats	925	1,273,158		
Mixed and blended food	1731	1,088,529		
Supplementary Plumpy©	190	647,495		
Salt	202	27,100		
HEB	22	29,700		
Other (commodity adjustment)		365,000		
Total food	16,983	10,493,785		
Cash/voucher transfers 1,548,387				
Subtotal food and transfers			12,042,172	
External transport			2,838,093	
Landside transport, storage and handling			2,292,367	
Other direct operational costs			1,377,114	
Direct support costs ¹⁵ (see Annex I-B)			2,933,892	
Total WFP direct costs			21,483,638	
Indirect support costs (7.0 percent) ¹⁶			1,503,855	
TOTAL WFP COSTS			22,987,492	



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

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

16 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	933,244	
International general service staff		
Local staff - national officers	110,527	
Local staff - general service	96,795	
Local staff - temporary assistance	203,910	
Local staff - overtime	9,000	
Hazard pay and hardship allowance	164,719	
International consultants	101,600	
Local consultants	12,000	
United Nations volunteers		
Commercial consultancy services		
Staff duty travel	671,519	
Subtotal	2,303,315	
Recurring expenses		
Rental of facility	16,467	
Utilities	31,353	
Office supplies and other consumables	41,135	
Communications services	34,023	
Equipment repair and maintenance	39,795	
Vehicle running costs and maintenance	82,368	
Office set-up and repairs	87,140	
United Nations organization services	10,495	
Subtotal	342,775	
Equipment and capital costs		
Vehicle leasing	30,600	
Communications equipment	189,725	
Local security costs	75,127	
Subtotal	287,802	
TOTAL DIRECT SUPPORT COSTS	2,933,892	



ANNEX III - LOGICAL FRAMEWORK

WFP Strategic Objective 1: Save Lives and Protect Livelihoods in Emergencies **Results-Hierarchy Performance Indicators Means of Verification Assumption and Risks** Progress is made in the peace Prevalence of acute malnutrition among children SMART survey (June 2011). Outcome 1.1: Reduced or stabilized acute under 5 (weight-for-height as %) <8.5% process, and not an escalation in malnutrition in target groups of children and displacement of people. Monitoring data. Supplementary feeding recovery rate >75%. women. Humanitarian corridors remain Monitoring data. Supplementary feeding death rate (<5%). open for logistics support. Monitoring data. Supplementary feeding defaulter rate (<15%). Complementary technical services Outcome 1.2: Improved food consumption over Post-distribution monitoring. Acceptable food consumption score for > 70% of and inputs provided by partners in assistance period for targeted emergencyhouseholds in Western areas (Baselines: 59.4% treatment and prevention of acute affected households and IDP. (Savanes) and 52.3 % (Bafing). malnutrition and ART. Outcome 1.3: Maintained access to services Monitoring data. No major diseases and epidemics. ART defaulter rate (baseline n/a). for anti-retroviral therapy (ART). Weight gain of ART clients (baseline n/a). Outcome 1.4: Improved ART nutritional Monitoring data. Adequate donor support. recovery. Output 1.1: Food distributed in sufficient Cooperating partner Number of women, men, girls and boys distribution reports, postquantity and quality for general food distribution, receiving food and as % of planned figures per supplementary feeding, households affected by distribution monitoring. activity. the crisis and HIV/AIDS in targeted areas under Tonnage of food distributed, by type, as % of secure conditions. planned distribution. Output 1.2: Cash/vouchers distributed timely Number of men and women receiving Cooperating partner Adequate human and technical and in sufficient quantity under secure condition cash/voucher transfer as % of planned figures, distribution reports. capacity is available among to targeted beneficiaries. disaggregated by cash and food. cooperating and financial Number of households receiving cash/voucher partners. transfer as % of planned, disaggregated by cash and food. Total amount of cash/voucher transfers distributed, as % of planned distribution, disaggregated by cash and food.

¹⁷ In the SMART 2010, this was the average GAM rate.



ANNEX IV - LIST OF ACRONYMS USED IN THE DOCUMENT

ART anti-retroviral treatment
ACF Action Contre la Faim
CSB corn-soya blend
DSC direct support costs
EMOP emergency operation

FAO Food and Agriculture Organization of the United Nations

GAM global acute malnutrition HEB high-energy biscuits

HIV human immunodeficiency virus

ICRC International Committee of the Red Cross ICT information and communications technology

IDP internally displaced person

IOM International Organization for Migration IR-EMOP immediate response emergency operation

ISC indirect support costs

LTSH landslide transport, storage and handling

M&E monitoring and evaluation
MDG Millennium Development Goal

mt metric tons

NGO non-governmental organization

OCHA Office for the Coordination of Humanitarian Affairs (United Nations)

ODOC other direct operational costs
PLHIV people living with HIV

PRRO protracted relief and relief operation

UNHCR Office of the United Nations High Commissioner for Refugees

WFP United Nations World Food Programme



ANNEX V - MAP



