

Togo Emergency Operation 200195

Title: Assistance to Ghanaian refugees in the Savanes region of Togo

TOGO EMOP 200195	
Number of beneficiaries	6,000
Duration of project	8 months (February-September 2011)
Food tonnage	660 mt
Cost (United States dollars)	
WFP food cost	US\$314,010
WFP cash/voucher cost	0
Total cost to WFP	US\$602,902

EXECUTIVE SUMMARY

Inter-ethnic conflicts related to land tenure between Dokpolou and Nadong communities in north-eastern Ghana in April 2010 have resulted in the flight of some 3,800 Ghanaians from both communities to the neighbouring Savanes region of Togo, in the northern prefecture of Tandjoaré. The refugees were welcomed and hosted by the local communities who are of the same ethnic background. The refugees left all their belongings behind, compelling the host communities to share their resources with them. The arrival of the refugees coincided with the lean season and resulted in an exhaustion of already scarce resources, thus rendering living conditions increasingly difficult for both the refugees and the local population.

At the onset of the crisis, the Government of Togo responded with the support of traditional partners such as the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund to assist the refugees with food and non-food items. Since June 2010, WFP has been providing food assistance to both refugees and the host population through the regional emergency operation 104650 and the immediate response emergency operation 200171. However, given the prevailing poverty and food insecurity in the Savanes region,¹ a joint assessment mission conducted by WFP and UNHCR in September 2010 recommended the continuation of food assistance for both the host and refugee populations up to the next harvest. Meanwhile, livelihood support will be provided to the refugees to help them engage in the next agricultural season (March-May). Continued food assistance will provide additional time for UNHCR and the Government of Togo to find a solution to this crisis in consultation with the Government of Ghana as well as enable the refugees to participate in the 2011 agricultural season.

WFP will provide food assistance through general food distributions to refugees and the most vulnerable people among the host families as well as through food for work during the lean

¹ An emergency food security assessment conducted by WFP in April 2010 revealed severe and moderate food insecurity rates in the Savanes region of 11 percent and 43 percent respectively. Source: WFP, Enquête rapide de sécurité alimentaire des ménages dans les régions des Savanes et de la Kara, Avril 2010.

season for host households participating in reforestation and rehabilitation of rural roads. Moderately malnourished children under five from both refugee and host communities will receive supplementary feeding rations until they recover. Overall, this operation will reach 6,000 beneficiaries, including 3,800 refugees and 2,200 members of the host population.

The overall goal of this EMOP is to contribute to saving the lives of the Ghanaian refugees in northern Togo and ease the burden of the refugees on the host population. Immediate objectives are to (i) reduce acute malnutrition among refugees who have fled Ghana as a result of land tenure conflicts; (ii) protect and prevent the deterioration of the host population's livelihoods due to the refugees' presence; and (iii) mitigate the negative impact of the refugees' presence on the environment. The operation is in line with WFP Strategic Objective 1 (Save lives and protect livelihoods in emergencies) and Strategic Objective 2 (Prevent acute hunger and invest in disaster preparedness and mitigation measures). It will also contribute to Millennium Development Goals 1, 4 and 7.²

SITUATION ANALYSIS AND SCENARIO

The overall context

1. Inter-ethnic conflicts related to land tenure between Dokpolou and Nadong communities, living in the villages of Kombatiek and Nadongou in north-eastern Ghana, have resulted in population displacements and the destruction of community and individual assets including houses. On 18 April 2010, about 3,800 Ghanaians from both belligerent groups crossed the border to reach the neighbouring villages of Djaring, Gbankoné, Nadangou and Tomoni in north-western Togo, in the Tandjoaré prefecture of the Savanes region. This number was confirmed by the Office of the United Nations High Commissioner for Refugees (UNHCR) following a registration exercise conducted in July 2010. The refugees were welcomed and spontaneously hosted by local communities who are of the same ethnic groups. The host population was estimated at 2,200 individuals as of October 2010.
2. Tension is rising among the two refugee communities living side by side. Some refugee families are refusing to send children to a school located in the village where the rival community lives. Both communities requested that security forces be deployed between the hosting villages to discourage potential mutual retaliations. As the refugees are near the border, people may cross the border and attack the other communities in Togo.
3. The capacity of host communities to support the refugees is severely limited. Not only has the refugees' arrival coincided with the lean season, but the Savanes region is among the poorest and most deprived areas in Togo.³ Both arable land and natural resources are scarce and finding firewood is a challenge. The situation has been aggravated as the host communities are sharing their assets and resources with the refugees who left all of their belongings behind in Ghana.
4. The Savanes region has the worst social, economic and health indicators. While the poverty rate stands at 62 percent nationwide, 91.4 percent of the Savanes population is

² MDG 1: Eradicate extreme poverty and hunger; MDG 4: Reduce child mortality; MDG 7: Ensure environmental sustainability.

³République togolaise 2009. Document complet de reduction de la pauvreté.

living under the poverty line.⁴ In the education sector, women are affected by overall exclusion from the social and educational system; the female literacy rate stands at 34 percent compared to 70 percent for males. In the health sector, the situation is equally dire: the 2006 Multiple-Indicator Cluster Survey (MICS) found that only 32.4 percent of the population have access to health services compared to 61.4 percent nationwide; 60 percent of childbirths occur at home and only 19 percent are assisted by qualified staff. Infant mortality rate stands at 111 per 1,000 live births.⁵

5. In May 2010, a joint government and United Nations assessment was conducted in the villages hosting the refugees. The assessment found that the refugees do not intend to go back to their villages, arguing that appropriate measures for return are not in place. Under these circumstances, UNHCR has requested that WFP continue to provide food assistance to the refugees. An aide-mémoire between WFP and UNHCR was signed in September 2010 and includes a joint action plan to engage in continued assistance to the refugees.

The food security and nutrition situation

6. Togo is an agriculture-dependant country and food availability at a national level is not a major concern.⁶ However, the unpredictability of rainfall negatively impacts food production particularly in the northern regions that already suffer from chronic production deficits due to the lack of quality inputs and poor soil impoverished by overuse and erosion. Even in a good rainy season, poor farmers may not be food self-sufficient. Furthermore, the deterioration of the road network makes it more difficult to transport food commodities from surplus areas to other regions.
7. This overall situation has led to chronic food scarcity in the Savanes region, which depends on food imports. A WFP-led emergency food security assessment (EFSA) in April 2010 revealed a high level of severe and moderate food insecurity in the Savanes region (11 percent and 43 percent respectively).⁷ According to the same EFSA, 14 percent of households in the Savanes region have poor and borderline food consumption. The source of food for 54 percent of households is the market, yet access to markets depends on economic resources and is therefore weak for 91 percent of households in Savanes with low consumption. Other sources of food for households with poor consumption include gifts/handouts, hunting, picking and bartering.
8. The 2010 EFSA highlighted that the strong pressure on arable land leads to over-exploitation and, as a result, decreasing agricultural yields year after year. In general, household food stocks can cover only four month's food needs, while this period is reduced to three months for severely food-insecure households.⁸ Forecasts for the 2010-2011 agricultural season are optimistic, but the September-October floods have exerted a significant impact. In the Savanes region, 518 ha of crops were reported to have been destroyed.⁹ The crops in the southern regions of Togo, which were most severely stricken by the floods, might have also been affected, but the size is yet to be determined. Further assessment is needed to establish the current status of the markets and the potential negative impact on food access in the Savanes region.
9. The arrival of the refugees corresponded to the beginning of the current agricultural season. Therefore, refugee communities were unable to undertake preparatory

⁴ Questionnaire des Indicateurs de Base du Bien-Etre (QUIBB) 2006 and MICS 2006.

⁵ République togolaise, Document complet de réduction de la pauvreté quoting QUIBB 2006 report, 2009.

⁶ PAM, Enquête rapide de sécurité alimentaire des ménages dans les régions des Savanes et de la Kara, Avril 2010.

⁷ PAM, Enquête rapide sur la sécurité alimentaire des ménages dans les régions des Savanes et de la Kara, Avril 2010.

⁸ Enquête rapide sur la sécurité alimentaire des ménages dans les régions des Savanes et de la Kara, Avril 2010.

⁹ Ministère de la Sécurité Publique et de la Protection Civile : Situation des inondations 2010 au Togo et besoins en aides.

activities and missed the planting period. Other factors that contributed to their inability to engage in agricultural activities for the current season are the lack of seeds, fertilizer, fertile land and a delay caused by indecisiveness over a potential relocation. As the refugees did not cultivate this season, the host communities will still have to share their harvest with the refugees, making both refugees and host communities food-insecure.

10. Since their arrival, refugees have been involved in various types of income-generating activities, including sharecropping paid in kind¹⁰ and petty trade (selling condiments). However, over half of their income is spent on grain milling, clearly demonstrating that refugees are far from being self-sufficient and remain almost entirely dependent on external support.
11. Nutritional statistics indicate a worrisome trend. The SMART-3¹¹ undertaken in September 2010 by the United Nations Children's Fund (UNICEF) in three regions (Maritime, Kara and Savanes) revealed a global acute malnutrition (GAM) rate that is classified as serious in the Savanes region (10.5 percent) and a lower but nonetheless worrying GAM rate in Kara (8.5 percent). Another SMART survey carried out in December 2010 by UNICEF countrywide showed that 8.4 percent of children under five in the Savanes region are wasted against a national average of 5.3 percent. No case of malnutrition was registered among the refugees, when they arrived in Togo, except three cases that were related to serious medical conditions.
12. The joint assessment mission (JAM) conducted in September 2010 shows that thanks to WFP food assistance the current level of access to food is acceptable and negative coping strategies reported in June before the first distribution have completely disappeared.¹² However, food access for refugees is very fragile due to their vulnerability, mainly on account of their demographic characteristics (58 percent under 17 years of age and 9 percent over 60 years) and the great losses they experienced during their flight.
13. The JAM recommended that both refugee and host populations be assisted at least up to the next harvest. To reduce the refugees' vulnerability and promote their self-sufficiency, UNHCR will initiate some recovery interventions and assets creation activities including income-generating activities (IGA) and livestock interventions. Further, the JAM recommended a gradual phase-out of general food distributions after September 2011 provided that refugees engage in agricultural activities during the 2011 cropping season.

Scenarios

14. The planning of this EMOP is based on the assumption that the refugees are unlikely to return to Ghana in the near future, as strongly highlighted during the September joint UNHCR/WFP assessment mission. The refugees expressed their intention to remain in Togo and requested plots on which to build houses and cultivate. As per UNHCR assumption, the chances for the return of these refugees to Ghana are rather minimal.
15. Both refugees and host populations are expected to need food aid until the next harvest in October 2011. A majority of host families are ready to concede small plots of land

¹⁰ At the following rate: one bowl of cereal per day or 250-350 FCFA in cash per day = 1.20 US\$ per day.

¹¹ "Standardized Monitoring and Assessment of Relief and Transitions" (nutrition and health survey).

¹² WFP/UNHCR, Mission d'évaluation conjointe HCR-PAM Des besoins des Nouveaux Réfugiés Ghanéens au Togo, Septembre 2010.

to the refugees to cultivate while awaiting their return to Ghana. Currently, 10 percent of the refugee population have been allocated land and the remaining households should receive land in the coming months. UNHCR is expecting to distribute seeds, fertilizers and tools before the start of the next agricultural season in April 2011.¹³ The need for continued food assistance beyond this date will have to be reviewed based on the findings of a food security assessment expected to take place in June 2011.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the Government

16. The Government of Togo has given the refugees a prima facie refugee status. The government policy is not to create camps but rather to allow the refugees to remain with host communities until they deem it safe to return. Security forces have been deployed in the four villages for fear of potential clashes between the two belligerent groups hosted in neighbouring villages and in the proximity of the borders.
17. At the onset of the crisis, the Government provided the refugees with some food and non-food items (NFIs) as well as emergency tents in order to enhance the hosting capacities of local communities. However, the Government's capacity to provide assistance quickly ran out. As a result, the Government called on the United Nations Country Team (UNCT) in Togo, and in particular WFP to intervene urgently.¹⁴

Policies, capacities and actions of other major actors

18. Several United Nations agencies have provided an immediate response. Since June 2010, WFP has been providing assistance to over 5,800 beneficiaries through the regional EMOP 104650 and IR-EMOP 200171. The *Organisation de la Charité pour le Développement Intégral* (OCDI) donated 7 mt of food to the Ministry of Social Affairs to be used for the refugees.
19. UNHCR has distributed medicines and NFIs including mats, blankets, mosquito nets, cooking utensils and soap. UNICEF rehabilitated three water wells in the host villages and distributed jerry cans. Social counselling was also provided. The World Health Organization (WHO) supported the *Direction Régionale de la Santé des Savanes* in a polio immunization campaign for children under 5.

Coordination

20. Collaboration between humanitarian agencies and local authorities is positive. In June-August 2008, the Office for the Coordination of Humanitarian Affairs (OCHA) served as the base of operations in the Maritimes region during the flood response. The involvement of non-governmental organizations (NGOs) such as *Recherche d'Appui et Formation aux Initiatives d'Auto-formation* (RAFIA) has contributed to reinforce the coordination mechanisms. RAFIA and the *Association Togolaise pour le Bien-être*

¹³ UNHCR, Stratégie d'auto-prise en charge des réfugiés ruraux des sites de Tanjoaré, région des Savanes, Janvier 2011.

¹⁴ Letter from the Minister of Social Affairs dated 4 May 2010 and letter from the Minister of Security and Civil Protection dated 27 May 2010.

familial (ATBEF) are WFP's main cooperating partners, while UNHCR works mostly through the Togolese Red Cross (CRT). A coordination committee comprised of WFP, UNHCR, cooperating partners as well as relevant government services will meet on a weekly basis.

OBJECTIVES OF WFP ASSISTANCE

21. The overall goal of this EMOP is to contribute to saving lives of the Ghanaian refugees in northern Togo and easing the burden of these refugees on the host population and the environment. Immediate objectives are to: (i) reduce acute malnutrition among Ghanaian refugees; (ii) protect and prevent the deterioration of the host populations' livelihoods due to the refugees' presence; and (iii) mitigate the negative impact of the presence of the refugees on the environment. The EMOP will address WFP Strategic Objective 1 - Save lives and protect livelihoods in emergencies - and Strategic Objective 2 - Prevent acute hunger and invest in disaster preparedness and mitigation measures. During the implementation of the EMOP, WFP will pay specific attention to potential inter-ethnic clashes between the two communities. In accordance with the "Do No Harm" principle, WFP will work closely with UNHCR on the prevention of conflicts that may arise from such operations.

BENEFICIARIES AND TARGETING

22. WFP will assist both refugees and local host populations that have been affected by the refugee crisis through general food distributions (GFD), food for work (FFW) and supplementary feeding programmes. Family rations will be provided to the refugee population until the next harvest as the refugees have no other source of food. As for the host populations, given that they still have some stocks from the October 2010 harvest, they will be involved in FFW activities to complement their limited resources. Assistance to the host families is crucial given the food-deficit nature of the region, the limited duration of harvested stocks (maximum three months), and the number of crops destroyed in the floods in September-October 2010.
23. Based on the joint assessment mission (JAM) that took place in September 2010, UNHCR reported a total of 3,664 refugees. However, WFP and UNHCR agreed to use 1,800 refugees as a planning figure to take into account births among the refugee population and potential new arrivals. Local community members totalled about 2,200 as of October 2010.
24. *General food distribution:* Between February and September 2011, 3,800 refugees will benefit from a general food ration providing about 2,092 Kcal per person per day. For the same period, the most vulnerable people among the host population (about 250 people) will also receive a general food ration. A joint team composed of local community representatives, WFP, UNHCR and cooperating partners will identify the most vulnerable households among the host population, including handicapped people, women and children heads of household with no other source of income, households with a malnourished child and people with no land to cultivate.

25. *Supplementary feeding programme*: WFP will pay specific attention to the needs of children under five. Moderately malnourished children under five from both communities will receive a supplementary ration for a maximum of 90 days. Children will be targeted according to their nutritional status established by weight for height measurements.¹⁵
26. *Food for work*: From March to June, host population members involved in FFW activities will receive a 1,789 Kcal ration in order to respond to enhanced needs during the lean season and the subsequent depletion of stocks. FFW activities will be self-targeting considering that WFP partial ration will be considered as an incentive only for poor households who cannot access more remunerative activities. Participant lists will be reviewed in consultation with local partners and village committees.
27. FFW activities will involve at least 55 percent women participation in the planning and decision making process. Participants will be required to work 20 days per month in order to receive food assistance. FFW activities will be selected by the communities with the support from the cooperating partner based on feasibility and their own priorities. The activities identified so far include reforestation and road rehabilitation, among others. Food distribution will be carried out monthly.
28. The following table provides the planned beneficiary numbers per activity.

TABLE 1. BENEFICIARIES BY ACTIVITY TYPE			
Activity	Male	Female	Total
GFD - Refugees	1,700	2,100	3,800
GFD - Host population	120	130	250
SFP - Children under 5	70	70	140
FFW	875	1,075	1,950
Total*	2,695	3,305	6,000

* The total number of beneficiaries has been adjusted to avoid double-counting of beneficiaries assisted under both the targeted supplementary feeding programme and GFD/FFW

¹⁵ A national protocol for treatment of acute malnutrition exists in Togo and will be followed during the implementation of the project.

NUTRITIONAL CONSIDERATIONS AND RATIONS

29. Targeted populations mainly consume cereals (maize, millet, and sorghum), tubers (yam and cassava), vegetables and, at times, animal protein from small livestock. Food rations were designed in line with local food habits. Grains (maize) and legumes (beans and pigeon peas) will be purchased locally or regionally whenever possible. The same food basket was provided under the IR-EMOP and was appreciated by both the refugee and host populations. WFP vegetable oil is fortified in vitamins D and A.

30. The daily food rations are detailed in the table below:

TABLE 2: DAILY FOOD RATIONS BY ACTIVITY (g/person/day)			
Commodity Type	GFD	SFP	FFW
Maize	420		400
Beans	60		50
Vegetable oil	25	25	25
CSB	50	250	
Salt	5		5
Total	560	275	480
<i>Total kcal/day</i>	2,092	1,221	1,789
% Kcal from protein	12	14,7	11.2
% Kcal from fat	19.6	29.5	20.9
Number of feeding days	240	90	120

31. Total food requirements by activity and commodity type are detailed in the table below:

TABLE 3: TOTAL FOOD REQUIREMENTS (mt)					
Commodity	GFD - Refugees	GFD - Host population	SFP	FFW	Total
Maize	383	25		94	502
Beans	55	4		12	70
Vegetable oil	23	2	0.3	6	30
CSB	46	3	3		52
Salt	5	0.3		1	6
Total	511	34	3	112	660

32. In-kind food was deemed more appropriate than cash transfers for this response as various EFSAs have shown that food insecurity in Savanes region is the result of a lack of food availability as well as accessibility. This applies to both household purchasing power as well as market supply due to a poor market network and infrastructure.

IMPLEMENTATION ARRANGEMENTS

33. *Participation:* Beneficiaries will be involved through food distributions committees with at least 50 percent of the members being women. Food distributions will take place in the villages where the beneficiaries live, therefore reducing the distance to reach distribution points and minimizing the risk of violence that may occur on the way to and from the distribution sites.
34. *Partnerships:* WFP will be responsible for the delivery of food commodities to the extended delivery points (EDP) in Dapaong. CRT will deliver commodities for the GFDs from the EDP to the final distribution points (FDP) and will be responsible for distribution to beneficiaries according to an agreement with UNHCR. CRT will also deliver the supplementary feeding ration to health centres where ATBEF will be responsible for the screening of children under 5 and the distribution of supplementary feeding rations. FFW activities will be implemented by RAFIA, which will also be in charge of food deliveries and final distributions to beneficiaries. RAFIA has expertise and past experience in designing and implementing FFW schemes, particularly in reforestation. RAFIA was WFP's cooperating partner under EMOP 104650 and has already implemented reforestation projects in collaboration with the World Bank. RAFIA will assist WFP in the formulation of FFW activities. WFP will train its staff and partners in FFW procedures prior to implementation of the activity in early February 2011. Monitoring will be the overall responsibility of WFP.
35. *Non-food inputs:* WFP will provide some non-food items (NFIs) mainly to undertake training for cooperating partners and implement FFW activities. In order to complement food assistance, UNHCR will provide basic NFIs including shelter, agricultural inputs and tools, drugs, mats, blankets, mosquito nets, clothes, kitchen utensils, soaps and sanitary towels to the refugee population. UNICEF will supply school materials and will be responsible for the water and sanitation facilities. Other key partners such as the Ministry of Security and Civil Protection, the Ministry of Social Affairs and National Solidarity, the Ministry of Health, WHO, the United Nations Population Fund (UNFPA) as well as some NGOs such as RAFIA and ATBEF, will support food security, health and nutrition surveillance, HIV prevention, assessments, evaluation and coordination.
36. *Environmental impact:* FFW activities will aim at mitigating the impact of the presence of the refugees, including the excessive exploitation of natural resources (firewood especially) in an already environmentally fragile area. Reforestation activities will be considered under the FFW component. WFP country office will seek the support of Headquarters in order to integrate the Safe Access to Firewood and alternative Energy (SAFE) Programme.¹⁶ This will provide support for the analysis of

¹⁶ Through the Safe Access to Firewood and alternative Energy (SAFE) Programme, WFP is working with its partners to address the protection and environmental risks associated with displacement and the shrinking availability of firewood in

possible consequences of firewood collection on women's safety, and for the prevention and response to safety, health, and environmental issues related to firewood collection.

37. *Procurement:* If prices are within import parity prices, maize will be purchased locally in order to support local farmers and boost agricultural production. Salt and beans will be procured regionally, while CSB and vegetable oil will be imported and delivered to the Lomé port.
38. *Logistical arrangements:* WFP is well placed in terms of facilities after many years of support to Togo's landlocked neighbours (Mali, Niger and Burkina Faso) via the north-south corridor. The main access to Togo is the port of Lomé, the only deep-water port in the West Africa sub-region. The port is an important resource given its extension capacity, its container capacity, and warehousing facilities within the port itself. WFP will be responsible for the receipt of imported commodities, customs clearance at the port, and forwarding of the commodities to EDPs in Dapaong and Kara.
39. WFP has built a network of commercial transporters who comply with its regulations and will contract the main forwarding agents involved in the north-south corridor to the isolated regions of northern Togo. The national highway running north-south, which is used to reach the area where the refugees are hosted, is in good condition. However, the maintenance of this road is weak due to a lack of government resources. In the Savanes region, road conditions deteriorate during the rainy season rendering it difficult for WFP and cooperating partner to deliver food commodities to the distribution sites. UNHCR trucks will be used for food transportation by CRT from WFP warehouses to the FDPs.
40. WFP's storage capacity in Dapaong (1,900 mt) is sufficient to receive the food requirements under this EMOP. This includes a warehouse loaned by the Ministry of Agriculture with a capacity of 1,300 mt.
41. WFP uses the regional Commodity Movement Processing and Analysis System (COMPAS) that supervises data entry for neighbouring countries and also ensures the monitoring of operational activities in Togo.

PERFORMANCE MONITORING

42. WFP will monitor the implementation of this EMOP using standard results-based management (RBM) performance measurements. Quantitative measurement of project achievement will be based on information reports as outlined in the logical framework in Annex II. Monitoring and evaluation (M&E) of the various activities will draw on both primary and secondary data. The main sources of primary data will be WFP and cooperating partners' monitoring and distribution reports that will serve to develop a database with information on beneficiaries, commodity distributions and losses. Furthermore, in addition to commodity tracking, the main monitoring components will include food basket monitoring (FBM) and post-distribution monitoring (PDM).

situations of war and chronic weather-related disasters. More specifically, WFP is implementing a series of activities that provide fuel-efficient stoves and fuel in combination with the provision of livelihood opportunities for WFP beneficiary households and WFP-assisted schools.



43. Monitoring will be conducted by WFP and UNHCR staff on a monthly basis. WFP will reinforce its monitoring capacity in the Dapaong sub-office that will oversee this operation, hiring additional field monitor assistants. Secondary data will be collected from UNHCR and cooperating partners' reports as well as from nutrition, health, education and agriculture reports provided by the local government services.
44. A WFP-UNHCR joint assessment mission including a nutrition survey will be carried out in June 2011 to assess the general situation of the refugees and to evaluate the impact of food distributions.

HANDOVER STRATEGY

45. Upon termination of this EMOP, host populations will be expected to have significantly reinforced their food production capacities and have accumulated sufficient resources to support their households' food security. With the desired success of UNHCR peace building initiatives, a number of refugees will also return to Ghana. Those not willing to do so will be integrated into the host population.
46. Should the reconciliation initiatives fail and refugees decide to stay longer than expected, the planned joint assessment of June 2011 will determine the need for the continuation of food assistance. In this case, a budget revision may be necessary to extend the operation beyond September 2011. The planned JAM will estimate refugees' level of access to fertile lands, seeds and other agricultural inputs to grow their own food.

HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

47. Principal factors that could potentially impact this operation include a lack of donor engagement and renewed conflict between the opposing groups. Additionally, the threat of political unrest surrounding the continuing road demonstrations by the opposition since the proclamation of the results of the March 2010 elections could continue to affect donors' willingness to re-engage with the Togolese government. The second factor is a failure in UNHCR peace building initiatives that would lead the refugees to remain in Togo. Finally, there is continued tension among the two communities living side by side and a general fear that given the refugees' proximity to the border, they are at risk of future attacks by those who may cross the border. Taking into account the hazards/risks identified, no contingency stock is needed at this stage.

SECURITY CONSIDERATIONS

48. Effective 1 January 2011, the new United Nations-wide threat-based Security Level System replaced the Security Phase System. The area where the refugees are located is

classified as phase 1 security level. The Ministry of Security and Civil Protection will continue to maintain security forces around the villages to avoid clashes between belligerent Ghanaian groups present in the villages.

RECOMMENDATION

49. The Deputy Executive Director, COO - Operations and Management Department is requested to approve the proposed emergency operation Togo 200195 under the delegated authority of the Executive Director.

..... Date:.....
Amir Abdulla
Deputy Executive Director and COO

PROJECT COST BREAKDOWN			
Food ¹⁷	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	501.84	195 718	
Pulses	70.02	46 913	
Oil and fats	30.47	40 214	
Mixed and blended food	51.75	30 170	
Others	6.03	995	
Total food	660.11	314 010	
Cash transfers			
Voucher transfers			
Subtotal food and transfers			314 010
External transport			7 870
Landside transport, storage and handling			66 018
Other direct operational costs			53 239
Direct support costs ¹⁸ (see Annex I-B details)			122 324
Total direct project costs			563 460
Indirect support costs (7%) ¹⁹			39 442
TOTAL WFP COSTS			602 902

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

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

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

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	-
International general service staff	-
Local staff - national officers	-
Local staff - general service	-
Local staff - temporary assistance	44 287
Local staff – overtime	-
Hazard pay and hardship allowance	-
International consultants	3 553
Local consultants	-
United Nations Volunteers	-
Commercial consultancy services	-
Staff duty travel	6 350
Subtotal	54 189
Recurring expenses	
Rental of facility	1 464
Utilities general	1 464
Office supplies and other consumables	490
Communications and IT services	9 024
Equipment repair and maintenance	816
Vehicle running cost and maintenance	17 651
Office set-up and repairs	327
UN organization services	-
Subtotal	31 235
Equipment and capital costs	
Vehicle leasing	13 600
TC/IT equipment	22 238
Local security costs	1 061
Subtotal	36 899
TOTAL DIRECT SUPPORT COSTS	122 324

ANNEX II - LOGICAL FRAMEWORK SUMMARY

Results-Chain (Logic Model)	Performance Indicators	Means of verification	Risks, Assumptions
STRATEGIC OBJECTIVE: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES <i>1 To save lives in emergencies and reduce acute malnutrition caused by shocks to below emergency levels</i> <i>2 To protect livelihoods and enhance self-reliance in emergencies and early recovery</i>			
<p>Outcome 1.1 Reduced acute malnutrition in children under 5 among the Ghanaian refugees in the villages of Djaring, Gbankoné, Nadongou and Tomoni in Tandjoaré Prefecture in northern Togo.</p> <p>Outcome 1.2 Improved food consumption over assistance period for Ghanaian refugees and host population households in the villages of Djaring, Gbankoné, Nadongou and Tomoni in Tandjoaré Prefecture in northern Togo.</p>	<p>Prevalence of acute malnutrition among children under 5 (WFH as %) target <10%</p> <p>Supplementary feeding recovery rates >75%</p> <p>Supplementary feeding defaulting rate <15%</p> <p>Supplementary feeding death rate <3%</p> <p>Supplementary non-response rate <5%</p> <p>Percentage of households in the severe and borderline food consumption score is reduced from 14.3% to 10%</p>	<p>- Report of a screening that will be associated to the planned WFP/UNHCR joint assessment mission (June 2011 JAM)</p> <p>- Health services monthly reports</p> <p>-Health services monthly reports</p> <p>-Health services monthly reports</p> <p>-Health services monthly reports</p> <p>JAM report (June 2011)</p> <p>PDM reports</p>	<p>No pipeline breaks especially for fortified food items such as vegetable oil and CSB</p> <p>UNHCR provide sufficient non-food items to prevent sale of food aid</p> <p>No major disease outbreaks occur</p>
1 Output 1.1 Food items distributed in sufficient quantity and quality to the targeted Ghanaian	1.1.1. Number of girls and boys receiving food and non-food items, per activity and by category, as % of	Cooperating partner and WFP distribution reports	- Stable security situation in Togo and in the host villages in particular

<i>refugees and host population under secure conditions</i>	<p>planned figures</p> <p>1.1.2. Tonnage of food distributed by type, by activity, as % of planned distributions</p> <p>1.1.3. Quantity of fortified foods distributed by type, as a % of actual distribution</p> <p>1.1.4. Number of security incidents</p>	<p>Cooperating partner and WFP distribution reports</p> <p>WFP distribution reports</p> <p>WFP distribution reports WFP, Cooperating partners distribution and monitoring reports</p> <p>UNHCR situation reports</p>	<p>- Funding available</p>
<p>STRATEGIC OBJECTIVE 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures</p> <p><i>To support and strengthen capacities of governments to prepare for, assess and respond to acute hunger arising from disasters</i></p> <p><i>To support and strengthen resiliency of communities to shocks through safety nets or asset creation , including adaptation to climate change</i></p>			
<p>Outcome 2.3 Hazard risk reduced at community level in target communities</p>	<p>2.3.1 Community Asset Score improved for at least 80% of the targeted communities</p>	<p>WFP-led baseline and follow up survey+ monitoring reports</p>	<p>- Stable security situation in Togo and in the host villages in particular</p>
<p>2 Output 2.3.1: Food and non-food items distributed in sufficient quantity and quality to girls and boys under five under secure conditions</p>	<p>3.1.1 Number of women and men receiving food and non-food items, by category and as % of planned figures for their participation in FFW activities</p> <p>3.1.2 Tonnage of food distributed as % of planned distribution</p> <p>3.1.3 Quantity of non-food items distributed by type, as a % of planned distribution</p>	<p>Cooperating partner's distribution reports</p> <p>Cooperating partner and WFP distribution reports</p> <p>Cooperating partner and WFP distribution reports</p>	<p>- Stable security situation in Togo and in the host villages in particular</p> <p>- Funding available</p>

	3.1.4 Number of security incidents		
		Distribution and monitoring reports	
3 Output 2.3.2: Built or restored disaster mitigation assets by target communities	3.1.5 Risk reduction and disaster mitigation assets created or restored by type and unit of measure (Number of hectares improved; number of trees planted; number of km of road restored)	UNHCR and Cooperating partner's report; WFP staff's monitoring report; Government agriculture services report. JAM report	Effective participation of host population members in FFW activities

ANNEX III - List of Acronyms

ATBEF	Association Togolaise pour le Bien-Être Familial
ADRA	Adventist Development and Relief Agency
COMPAS	Commodity Movement Processing and Analysis System
CRT	Croix Rouge Togolaise
CSB	corn-soya blend
DSRP-C	Document complet de Stratégie de Réduction de la Pauvreté
EDP	extended delivery point
EFSA	emergency food security assessment
EMOP	emergency operation
FBM	food basket monitoring
FDP	final distribution point
FFW	food for work
GAM	global acute malnutrition
GFD	general food distribution
HIV	human immunodeficiency virus
IGA	income-generating activity
IR-EMOP	immediate response emergency operation
JAM	joint assessment mission
MICS	multiple-indicator cluster survey
NGO	non-governmental organization
OCDI	Organisation de la Charité pour le Développement Intégral
OCHA	Office for the Coordination of Humanitarian Affairs
PDM	post-distribution monitoring
RAFIA	Recherche d'Appui et Formation aux Initiatives d'Auto-formation
RBM	result-based management
SFP	supplementary feeding programme
SMART	Standardized Monitoring and Assessment of Relief and Transitions
UNCT	United Nations Country Team
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
US\$	United States Dollar
WFP	World Food Programme
WHO	World Health Organization



ANNEX IV – Map of Togo

