

EMERGENCY OPERATION GHANA 200321

| ASSISTANCE TO IVORIAN REFUGEES IN GHANA | |
|---|--|
| Number of beneficiaries | 17,750 |
| Duration of project | 6 months (August 2011 – January 2012) |
| WFP food tonnage | 1,366 |
| Cost (United States dollars) | |
| WFP food cost | 696,321 |
| Total cost to WFP | 1,339,679 |

EXECUTIVE SUMMARY

As a result of the political crisis in Côte d'Ivoire, more than 200,000 Ivorians have left the country and sought refuge in neighbouring countries. About 17,000 refugees have already been registered in Ghana and most of them are in Western and Brong Ahafo regions. There are indications that the crisis in Cote d'Ivoire has been gradually resolved with the inauguration of a new President in May 2011. However, a recent Government of Ghana/United Nations interagency assessment revealed that most of the refugees (98 percent of those interviewed) in Ghana were unwilling to return to Côte d'Ivoire due to political reasons. The United Nations country team is planning on the basis of 17,750 refugees remaining in Ghana over at least the next six months.

Most of the Ivorian refugees in Ghana fled their homes with no assets and no money. WFP initially responded with an immediate response emergency operation (IR-EMOP) from May to July 2011, targeting 10,000 refugees living in camp-like settlements. Host communities have proven to be very helpful in supporting the Ivorian refugees, but their support is becoming strained due to lack of resources, prompting refugees to move to camps. Food remains one of the most pressing needs as most refugees have no other sources of income. Access to markets remains a challenge as the closest markets are located between 5 and 9 km away from the camp. The main source of food for the refugees so far has been the rations provided by WFP, which will be needed until the refugees are repatriated or are able to engage in sustainable livelihood activities.

Members of the United Nations country team in Ghana (specifically WFP, UNHCR, UNICEF and UNFPA) have supported the Government in providing assistance to the refugees by setting-up reception centres, refugee camps and providing humanitarian assistance: food, shelter and non-food items, hygiene kits and reproductive health kits.

NGOs are working in close collaboration with United Nations agencies in the camps to implement relief programmes. The National Catholic Secretariat is the cooperating partner working with UNHCR and WFP for the provision of food assistance.

This emergency operation 200321 "Assistance to Ivorian Refugees in Ghana" will provide food to a peak of 17,750 Ivorian refugees in a six-month period (August 2011-January



2012) with the following objectives:

- Save lives by meeting the minimum food and nutrition requirements of refugees.
- Ensure the household food security of the refugees and avoid negative coping mechanisms.

These objectives are in line with the WFP Strategic Objective 1 (“Save lives and protect livelihoods in emergencies”) and they contribute to Millennium Development Goal 1 (“Eradicate extreme poverty and hunger”).

SITUATION ANALYSIS AND SCENARIO

The Overall Context

1. The several months of political turmoil that engulfed Ghana’s western neighbour, Côte d’Ivoire, has left in its trail a humanitarian crisis. Although security has improved in recent months, the humanitarian situation remains a concern in certain areas of Côte d’Ivoire, and influxes of asylum seekers continue to be reported in neighbouring countries.
2. As of mid-2011, about 322,000 persons remain displaced within Côte d’Ivoire (of whom the majority are located in the West) and over 200,000 refugees¹ have been registered in 13 different countries, fleeing from violence and insecurity. The majority of refugees have fled to Liberia (166,000).
3. Ghana is hosting about 17,000 refugees from Côte d’Ivoire with a weekly arrival rate of between 35-40 people. The majority of refugees were unable to carry their belongings, hence the need for immediate humanitarian assistance and protection: 41 percent are children (under 18) and 32 percent are women.
4. Arrivals in the Western Region of Ghana are predominantly from the Abidjan metropolitan area but also include people originating from locations in the central, northern and western parts of the country.² While many report having fled from generalized violence and open clashes in their neighbourhoods, there are significant individual accounts from people who have been subjected to direct threats and abuse due to their perceived political affiliation.
5. The majority of refugees who have arrived in the Brong Ahafo Region are from the north-eastern part of Côte d’Ivoire, particularly Bondoukou. Refugees who have arrived in Oseikojokrom are from the border town of Niable. Focus group discussions held with the refugees during an inter-agency assessment revealed that, until the term of the current government in Côte d’Ivoire is over, the male refugees will not return to Côte d’Ivoire. Some of the women refugees interviewed anticipated staying until the end of the year. One of the key factors affecting refugees’ decision to return would be the security situation in Côte d’Ivoire. Some parents expressed concern about their inability to provide for their children if they returned as they had lost their livelihoods and possessions.

¹ Office of Humanitarian Affairs (OCHA), 17 June 2011.

² The breakdown by area of origin is not yet available.



6. Host communities have been very generous in supporting the Ivorian refugees but having assisted for several months, their resources are depleted, leading refugees to move into camps. This trend is expected to continue, with possibly all refugees currently living with host communities moving into camps in the coming months.

Food Security and Nutrition Situation

7. In June 2011, United Nations agencies, Government of Ghana and NGOs conducted an assessment in one of the largest camps (the Ampain refugee camp) hosting more than 6,600 refugees. The assessment confirmed that food is one of the most pressing needs of the refugees. Most refugees have no source of income and have been relying on the rations provided by WFP through the immediate response emergency operation (IR-EMOP). Beneficiaries expressed serious concern for their food security situation if the current assistance were to end, and have requested that food assistance continues pending their ability to engage in sustainable livelihood activities.
8. The assessment revealed that most refugees have no income and, even for those with limited income, access to markets remains a challenge as the closest markets are located between 5 and 9 kilometres away from the camp. WFP is the main source of food for the refugees: beneficiaries have been receiving individual monthly rations of 12 kg of rice, 1.8 kg of fortified corn-soya bend (CSB), 1.8 kg of beans, 1litre of fortified vegetable oil, and 0.15 kg of iodized salt.
9. Focus group discussions during the assessment indicate that the majority of the refugees have inadequate food consumption both in terms of quality and quantity, with limited means of coping with food insecurity. Some refugees exchange or sell food rations for vegetables, condiments and animal proteins, which the Office of the United Nations High Commissioner for Refugees (UNHCR) has not been in a position to provide. Monitoring visits revealed that some refugees were dissatisfied with the locally procured rice and there are reports of refugees trading part of their food ration to buy imported rice, which is more expensive and reduces their overall monthly food consumption. UNHCR provides cooked rations to new arrivals at the camp until they receive their food rations and non-food items (NFIs).
10. The assessment noted that some women were not lactating due to the combined effects of poor nutrition and the trauma of the crisis. Plumpy nutTM is provided for the severely acutely malnourished children by the United Nations Children's Fund (UNICEF). UNHCR and National Catholic Secretariat are exploring supplementary feeding for a few moderately malnourished children and pregnant women, and a follow-up joint assessment will be conducted in October 2011 to assess the nutrition situation further.
11. Many of the refugees do not speak the local dialect and indicated that the language barrier is currently preventing them from being able to engage in any income-generating activities in the local community.

Scenario

12. The planning assumption for the EMOP is based on the urgent need to provide food assistance to 17,750 food-insecure refugees in the Brong Ahafo and Western regions. Even though the number registered now stands at 17,070 (of whom 7,000 are currently living with host communities but expected to move into camps), the United Nations country team agreed on a planning figure of a maximum 17,750 refugees who could reach Ghana by the end of 2011, taking into account an influx of 35-40 people per week.



POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

13. The Government of Ghana continues to fulfill its international obligations to refugees and has provided support for the population fleeing from Côte d'Ivoire. Land for the establishment of the refugee camps and additional infrastructural work, including the provision of power, has been identified. Some non-food items have been provided by the National Disaster Management Organization (NADMO).
14. The Ghana Refugee Board is issuing attestation documents to all new arrivals who are registering with the Government and UNHCR. The Ghana Health Service has set up a health post at the camps and is providing basic health care. Serious cases are being referred to district health facilities. However, due to funding constraints, most of the activities required to respond to the basic needs of the refugees have been organized by the United Nations country team through a multi-sectoral approach, using the expertise and resources of agencies on the ground.

Policies, Capacities and Actions of Other Major Actors

15. The United Nations country team has supported the Government with extensive resources in providing assistance to refugees. Multi-sectoral activities have been implemented by the United Nations country team in the reception centres and in the refugee camps. Some examples include the provision of shelter and non-food items by UNHCR, hygiene kits and reproductive health kits by the United Nations Population Fund (UNFPA) and food assistance by WFP through IR-EMOP.
16. A number of non-governmental organizations (NGOs) are working in close collaboration with United Nations agencies to implement various sectors of assistance in the camps. The National Catholic Secretariat is the cooperating partner working with UNHCR and WFP for the provision of food assistance. WFP provides capacity training to the cooperating partner and camp management authorities on food distribution, commodity and warehouse management, monitoring and reporting.

Coordination

17. Assistance to refugees is mainly coordinated through UNHCR with support from NADMO. There is a national inter-agency/government forum jointly led by the United Nations Resident Coordinator and NADMO, including representation from the Government, United Nations, NGOs and donors. Field-level coordination is managed by UNHCR with the support of the Ghana Refugee Board and NADMO. Coordination and sectoral meetings are held weekly. This coordination mechanism is working well and the momentum is expected to continue.



OBJECTIVES OF WFP ASSISTANCE

18. The overall goal is to improve the food and nutritional security of food-insecure refugee households who have fled the conflict in Côte d'Ivoire. The specific objectives are:

- Save lives by meeting the minimum food and nutrition requirements of refugees.
- Ensure household food security of the refugees to avoid negative coping mechanisms.

These are consistent with Millennium Development Goal 1 ("Eradicate extreme poverty and hunger") and WFP Strategic Objective 1 ("Save lives and protect livelihoods in emergencies").

BENEFICIARIES AND TARGETING

19. The Ivorian refugees are mainly concentrated in Brong Ahafo and Western regions. In the Brong Ahafo region, the refugees are located in temporary camp sites in Berekum and Oseikojokrom. The refugees are currently being relocated to a newly opened camp site in Fetentaa which is about 14 km away from Berekum town. Once relocation is completed, the Oseikojokrom and Berekum camps will be closed.

20. In the Western Region, there is one camp in Ampain and a reception centre at Elubo border (Eagle Star Reception centre). A new camp site in Central Region at a place called Egyeikrom with a capacity to accommodate up to 4,000 people has been prepared to host the people moving on from the Eagle Star Reception Centre. Ivorian refugees will thus be located in three camps: Ampain, Egyeikrom and Fetentaa.

TABLE 1: BENEFICIARIES BY ACTIVITY TYPE

| | Beneficiaries | | |
|---------------------------|---------------|--------------|---------------|
| Activity | Men/boys | Women/girls | Total |
| General Food Distribution | 8,200 | 9,550 | 17,750 |
| Total | 8,200 | 9,550 | 17,750 |

TABLE 2: PLANNED BENEFICIARIES: MONTHLY BREAKDOWN³

| | Aug-11 | Sep-11 | Oct-11 | Nov-11 | Dec-11 | Jan-12 |
|--|---------------|---------------|---------------|---------------|---------------|---------------|
| Refugees in camps | 10,000 | 10,000 | 11,150 | 12,600 | 14,450 | 16,100 |
| Refugees expected to move to camps from host communities | | 1,000 | 1,300 | 1,700 | 1,500 | 1,500 |
| New arrivals | | 150 | 150 | 150 | 150 | 150 |
| Total beneficiaries | 10,000 | 11,150 | 12,600 | 14,450 | 16,100 | 17,750 |

³ Number of planned beneficiaries by month takes into account scale-up capacity from IR-EMOP targets, as well as expected refugee arrivals/movements into camps.



21. The beneficiary numbers are based on (i) UNHCR, Ghana Immigration Service and Ghana Refugee Board statistics obtained at the border entry point and (ii) the UNHCR Second Level Registration which has been completed in the Brong Ahafo Region and is being finalized in the Western Region. The situation will be monitored continuously and WFP and UNHCR will conduct a joint assessment in October to assess overall needs and numbers of refugees. It is expected that the arrivals of new refugees will reduce from January 2012 with conditions in Côte d'Ivoire more conducive for their return.

NUTRITIONAL CONSIDERATIONS AND RATIONS

22. Beneficiaries have expressed a very strong preference for rice over other cereals. Maize was given in the initial stages of the emergency but this had to be changed when the refugees protested, stressing that rice was their staple food. Some cases of malnourished children were reported and CSB was included in the food ration as a preventive measure.
23. Water for the preparation of food is obtained through boreholes which have been dug in the camps. NFIs for the preparation of food have been provided by UNHCR. All refugees after registration and arrival are provided with NFIs, which include cooking utensils, coal pots, lanterns and charcoal.

| TABLE 3: DAILY FOOD RATION (g/person/day) | |
|---|---------------------------|
| Commodity Type | General Food Distribution |
| Rice | 420 g |
| Pulses | 50 g |
| Corn-Soya Blend | 50 g |
| Vegetable Oil | 30 g |
| Iodized salt | 5 g |
| Total | 555 g |
| Total kcal/day | 2,148 kcals/day |
| % Kcal from protein | 49.2 |
| % Kcal from fat | 35.8 |
| Number of feeding days per month | 30 |

| TABLE 4: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt) | |
|---|------------|
| Commodity Type | Total (mt) |
| Rice | 1,034 |
| Pulses | 123 |
| Corn Soya Blend | 123 |
| Vegetable Oil | 74 |
| Iodized Salt | 12 |



Total

1,366

IMPLEMENTATION ARRANGEMENTS

24. WFP food will be delivered to UNHCR at defined extended delivery points in the Western and Brong Ahafo regions. The food basket will ensure that each refugee receives around 2,148 kcal per person per day, containing 10-12 percent of protein. All refugees who settle in camps/transit centres will receive a full monthly ration. Monthly distributions will be conducted by a cooperating partner with the support of UNHCR and WFP.
25. *Participation:* Food distribution committees have been established at the various camps and include at least 60 percent female representation. WFP is working with cooperating partners and UNHCR to ensure timely monthly food distributions. WFP does not have a field office in the area but will undertake regular field monitoring to ensure smooth implementation of the EMOP.
26. *Logistics arrangements:* The EMOP will benefit from a well-established logistics infrastructure including a combined warehouse capacity of 8,000 mt. WFP is responsible for regional and international transportation of food to Ghana and will coordinate movements of commodities from the port and entry points to warehouses in Accra, Tamale, Bolgatanga and Wa. WFP will cover the costs of customs clearance, unloading, internal transport, handling and storage and related technical and administrative supervision given that the operation is intended to meet relief needs.
27. *Procurement plans:* The operation will follow standard WFP procurement procedures. Considering the EMOP period (August 2011-January 2012) which is off-season for local rice and in order to cover the urgent needs and preference of the refugees, rice will be purchased internationally. Limited carry-over stocks from the IR-EMOP will be utilized for the initial distributions. There will also be borrowing from other WFP programmes pending the arrival of commodities for the EMOP. The price of locally produced oil and CSB are not competitive and therefore, they will also be purchased internationally.

PERFORMANCE MONITORING

28. WFP will work with all partners to ensure effective reporting and monitoring during the implementation of the EMOP. The cooperating partner has extensive experience from working with WFP and UNHCR for several years and is very familiar with necessary reporting requirements. Through monthly post-distribution monitoring, WFP and partners will collect feedback from beneficiaries on the distributed rations and the use of food. The logical framework matrix attached in Annex 2 shows the results chain as well as indicators for measuring results.
29. WFP will undertake regular field monitoring to ensure that the correct processes for distribution and reporting are properly implemented. Towards the end of the implementation period, an assessment will be conducted to ascertain the progress achieved against the desired outcomes and determine the need for further assistance if necessary.



HAND-OVER STRATEGY

30. The EMOP provides emergency assistance for the refugees from Côte d'Ivoire. The operation will phase out as the refugees return to their homes. Should the crisis last beyond the duration of this EMOP, the operation will be reviewed.

HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING

Hazard and Risk Assessment

31. The main identified contextual risks are violence, intimidation, insecurity and targeting of the camps for possible military attacks due to the perception that combatants from opposition factions are present. Programmatic risks are: (i) the current EMOP is a short-term response and, until a joint assessment mission is conducted, there can be no indication of what the long-term response should/would be and (ii) the anticipated movement of refugees from host communities to camps may not take place as indicated by WFP in planning beneficiary numbers. Institutional risks include underfunding of the operation and limited capacity of partners.
32. A risk management matrix and mitigation measures have been put in place. WFP is working with the United Nations country team, including security coordination, to determine operations under various circumstances to mitigate the risks mentioned above and ensure smooth implementation of the emergency operation.

Preparedness Planning

33. As a mitigation measure of the above mentioned risks, WFP will coordinate with UNHCR, the United Nations Department of Safety and Security (UNDSS) and camp management authorities in advance of monitoring visits to the camps.
34. The planned joint assessment in October 2011 with UNHCR will inform of potential interventions beyond the duration of this EMOP. The inter-agency contingency plan is updated regularly to reflect the evolution of the situation on the ground.

SECURITY CONSIDERATIONS

35. Though the Western Region is on security level 1, WFP staff members are subject to threats, though is not considered alarming. WFP operations are compliant with minimum operating security standards (MOSS) and minimum security telecommunications standards (MISTS). Night travel is not allowed. All WFP vehicles are equipped with effective communication systems (high frequency, very high frequency and radio handsets).

RECOMMENDATION

The Deputy Executive Director and Chief Operating Officer is requested to approve the proposed emergency operation Ghana 200321 under the delegated authority of the Executive Director at a total cost of US\$1.3 million.



APPROVAL

| |
|-------------------------------|
| PROJECT COST BREAKDOWN |
|-------------------------------|

.....

Amir Abdulla
Deputy Executive Director and Chief Operating Officer

Date:.....

ANNEX I-A

| Food⁴ | Quantity (mt) | Value (US\$) | Value (US\$) |
|---|--------------------------|-------------------------|-------------------------|
| Cereals | 1,034 | 418,423 | |
| Pulses | 123 | 100,922 | |
| Oil and fats | 74 | 90,824 | |
| Mixed and blended food | 123 | 83,691 | |
| Others | 12 | 2,462 | |
| Total food | 1,366 | 696,321 | |
| Cash transfers | | 00 000 | |
| Voucher transfers | | 00 000 | |
| Subtotal food and transfers | | | 696,321 |
| External transport | | | 111,753 |
| Landside transport, storage and handling | | | 229,400 |
| Other direct operational costs | | | 24,563 |
| Direct support costs ⁵ (see Annex I-B) | | | 190,000 |
| Total WFP direct costs | | | 1,252,037 |
| Indirect support costs (7 percent) ⁶ | | | 87,643 |
| TOTAL WFP COSTS | | | 1,339,679 |

ANNEX I-A

⁴ This is a notional food basket for budgeting and approval. The contents may vary.

⁵ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

⁶ 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 | |
| International general service staff | |
| Local staff - national officers | 19,000 |
| Local staff - general service | 31,000 |
| Local staff - temporary assistance | 36,000 |
| Local staff - overtime | |
| Hazard pay and hardship allowance | |
| International consultants | |
| Local consultants | |
| Non staff HR: UNV | 30,000 |
| Commercial consultancy services | |
| Staff duty travel | 45,000 |
| Subtotal | 161,000 |
| | |
| Rental of facility | |
| Utilities general | 3,000 |
| Office supplies and other consumables | 3,000 |
| Communications and IT services | 3,000 |
| Equipment repair and maintenance | |
| Vehicle running cost and maintenance | 6,500 |
| Office set-up and repairs | 3,500 |
| UN organization services | |
| Subtotal | 19,000 |
| Equipment and capital costs | |
| Vehicle leasing | |
| TC/IT equipment | 10,000 |
| Local security costs | |
| Subtotal | 10,000 |
| TOTAL DIRECT SUPPORT COSTS | 190,000 |

ANNEX II - LOGICAL FRAMEWORK SUMMARY EMOP 200321 “Assistance to Ivorian Refugees in Ghana”

| Results-Hierarchy | Performance Indicators | Means of Verification | Assumption and Risks |
|--|--|---|--|
| Strategic Objective 1: Save Lives and Protect Livelihoods in Emergencies | | | |
| Outcome 1: Improved food consumption over assistance period for targeted emergency-affected refugee households. | 1.1. Household food consumption score. Target: 80% of targeted refugees with acceptable food consumption score (>35). | Post-distribution monitoring/Joint Assessment Mission. | Progress is made in the peace process in Côte d'Ivoire. There is no escalation of the displacement of people in Côte d'Ivoire. |
| Output 1.1: Food distributed in sufficient quantity and quality for general food distribution under secure conditions. | 1.1.1. Number of women, men, girls and boys receiving food and as percentage of planned figures per activity. | Cooperating partners' distribution reports, post-distribution monitoring. | Humanitarian corridors remain open for logistics support. Complementary services are provided by partners such as UNHCR, UNICEF, National Catholic Secretariat. |
| | 1.1.2 Tonnage of food distributed, by type, as percentage of planned distribution. | | There are no major diseases and epidemics. Funding for the EMOP is secured. |



ANNEX III - LIST OF ACRONYMS

| | |
|---------|--|
| CERF | Central Emergency Response Fund |
| CSB | corn-soya blend |
| EHAP | Emergency Humanitarian Action Plan |
| EMOP | emergency operation |
| FAO | Food and Agriculture Organization |
| IR-EMOP | immediate response emergency operation |
| MISTS | minimum security telecommunications standards |
| MOSS | minimum operating security standards |
| mt | metric ton |
| NADMO | National Disaster Management Organization |
| NGO | non-governmental organization |
| NFI | non-food item |
| OCHA | Office for the Coordination of Humanitarian Affairs (United Nations) |
| UNCT | United Nations country team |
| UNDSS | United Nations Department of Safety and Security |
| UNFPA | United Nations Population Fund |
| UNHCR | Office of the United Nations High Commissioner for Refugees |
| WFP | United Nations World Food Programme |



ANNEX IV – MAP



