



ETHIOPIA

JOINT ASSESSMENT MISSION (JAM) 2016

FINAL REPORT

Government of Ethiopia: Administration for Refugees and Returnees Affairs (ARRA)
United Nations High Commissioner for Refugees (UNHCR)
United Nations World Food Programme (UNWFP)

Refugee Assistance Implementing Partners

Addis Ababa
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Acronyms and Abbreviations

ARRA	Administration for Refugee and Returnee Affairs
BFP	Blanket Supplementary Feeding Programme
CHA	Community Health Agent
CHS	Community and Household Survey
CMR	Crude Mortality Rate
CRI	Core Relief Items (formerly Non Food Items)
CSB	Corn Soya Blend
DICAC	Development and Inter Church Aid Commission
EDP	Extended Delivery Point
FDC	Food Distribution Committee
FFW	Food-for-Work Programme
FGD	Focus Group Discussions
FGM	Female Genital Mutilation/Cutting
GAM	Global Acute Malnutrition
HIV/AIDS	Human Immuno Virus/Acquired Immuno Deficiency Syndrome
IGA	Income Generating Activity
IP	Implementing Partner
IRC	International Rescue Committee
IYCFP	Infant and Young Child Feeding Practice
JAM	Joint Assessment Mission
Kcal	Kilocalorie
LOU	Letter of Understanding
LWF	Lutheran World Federation
MCH	Mother and Child Health
M&E	Monitoring and Evaluation
MoH	Ministry of Health
MOU	Memorandum of Understanding
MSF	Medecins sans Frontiers
MT	Metric Ton
MUAC	Mid Upper Arm Circumference
CRI	Core Relief Items
NGO	Non-Governmental Organization
NRDEP	Natural Resources Development and Environmental Protection
PRRO	Protracted Relief and Recovery Operation
RCC	Refugee Central Committee
SC	Save the Children
SF	School Feeding Programme
SFP	Supplementary Feeding Programme
TSFP	Targeted Supplementary Feeding Programme
UNHCR	United Nations High Commission for Refugees
UNWFP	United Nations World Food Programme
VOLREP	Voluntary Repatriation Programme
WASH	Water and Sanitation for Health
W/H	Weight for Height Ratio

Executive Summary

As of 30 November 2016, the total refugee caseload in Ethiopia stood at 775,440, with Southern Sudanese making up 41% followed by Somalis constituting nearly 32% according to UNHCR data. The last five years have witnessed unprecedented increases in the number of refugees coming from the two countries fleeing fighting as well as drought induced famine.

The latest Joint Assessment Mission to refugee camps in Ethiopia was carried out from 21 to 28 November 2016 by WFP, ARRA, and UNHCR, with the participation of other UN organizations, NGOs and some donor representatives as observers. The primary objective of the JAM is to assess the degree to which the food security and nutritional needs of refugees are met in refugee camps in Ethiopia with a view to identify and fill gaps to help improve their food security status.

Several major findings from this JAM are consistent with the findings of previous JAMs. The assessment re-affirmed once again the refugees' near total reliance on the general food rations for their daily sustenance. The food rations are seen by refugees not only as a source of nourishment, but also as a form of income to help meet the refugees' other unmet needs through sale of a portion of their rations. CHS survey results from the Dollo camps, as well as the findings from the different teams deployed to various camps as part of JAM 2016 indicate that refugees sell between 25 and 50 % of their cereal rations. Ration cuts have impacted the refugee operation since November 2015 and lead to an increase in negative coping mechanism and worsening of the nutritional status of children under 5. In light of this, the JAM recommends continuation of food assistance, provision of full ration but also a significant scale up of livelihood/income generating activities to enable refugees earn additional income

Cash distribution in combination with food rations was first introduced to refugees in the Jijiga camps of Sheder and Awbarre in 2013 and is now covering 10 refugee camps in the country. It has helped refugees diversify their diet by enabling them to purchase food commodities such as vegetables, meat, milk, rice, pasta, spices, etc which are not part of the normal food rations supplied by WFP. The need to sell substantial portions of their regular food rations to meet the refugees' other needs has been mitigated by the distribution of cash wherever this intervention has been implemented.

It is also true that even though sale of food rations has been reduced in camps where cash is distributed, the practice has not been totally eliminated as the JAM team deployed to the two Jijiga camps (Sheder and Aw Barre) has confirmed. The team has reported that as much as half of the cereals ration is sold by the refugees in these 2 camps despite the distribution of Birr 100 per refugee per month in lieu of 9kg cereals. The most plausible explanation for the sale of such a high proportion of cereals despite the provision of cash is because the cereal currently being distributed, red sorghum, is quite unpopular. Notwithstanding these constraints, the JAM recommends that cash distribution should be expanded to camps where grain markets are well developed and after thorough consultations with the refugees in the camp.

Biometrics (verifying of identities through finger print reading prior to the start of food distribution) was introduced recently to prevent refugees from receiving rations multiple times using several ration cards which they might have come to possess through various means. Following the first tests conducted since the introduction of biometrics in 2015, a cumulative reduction in the number of beneficiaries receiving food assistance amounting to 10% in the Eritrean refugee camps in the Shire area, 15-20% in the South Sudanese refugees camps in the Gambella area and a potential reduction of 25-30% in the Somali refugee camps in the Dollo Ado area has been achieved. The biometrics project has been implemented in 17 refugee camps to date with 4 camps to undergo tests very soon and 3 other camps to follow later on. The importance of maintaining credible beneficiary numbers through biometric checks for maintaining continuous funding for the refugee food assistance programme cannot be overstated. Hence the JAM recommends that the biometrics project should be expanded to camps that are not covered yet.

With regard to food distribution activities gaps including lack of shades and toilet facilities in waiting areas for refugees, inaccurate or improperly calibrated scooping materials and the perception of under- scooping by refugees, and complaints by refugee food scoopers about the low incentive payments they receive need to be addressed.

High levels of Global Acute Malnutrition (GAM) and Severe Acute Malnutrition (SAM) at the Somali refugee camps in the Dolo Ado area, the South Sudanese refugee camps in the Gambella area and Berhale camp in Afar, have been reported according to the results of the nutrition survey carried out in 2016. In the three areas, the GAM and SAM rates are well above the WHO emergency threshold of 15% GAM and 2% SAM in emergency situations. While the high prevalence for the South Sudanese are understandable due to the relatively short time of existence of camps, the rates for the Dolo camps and Afar are perplexing as the refugees in these camps have been around for 5 years or more.

Supplying refugees with suitable and sustainable sources of energy for cooking food and lighting remains an immense challenge for stakeholders in refugee assistance programmes. Irregular and inadequate distribution of ethanol and ethanol stoves and the general lack of alternative energy sources compel refugees to depend heavily on firewood and charcoal for cooking food, requiring refugees to sell food rations to buy these items at extremely high prices. Collection of firewood results in heightened protection risks for women and girls, impacts on child care practises as well as on relations with host community. While the search for sustainable solutions for meeting the energy needs of refugees continues, the JAM recommends that distribution of ethanol stoves and ethanol fuel at regular intervals should be pursued with more vigour.

Lack of proper shelter for refugees is an area that also requires attention. Current transitional shelter in place especially in Dollo Ado camps allows for access of rodents that eat part of the cereals received from food distributions. Food storage options to prevent any losses due to rodents need to be looked into and addressed. Appropriate designs taking into account the traditions as well as the climatic and geographic conditions in the host country need to be looked into further.

It is generally accepted that school feeding in refugee camps contributes to school enrolment and attendance by helping school children stay in schools. The palatability of CSB+ was raised as concern and it was noted that a significant percentage of children does not eat the CSB. Consultations with stakeholders are recommended to review the CSB+ provision.

The principal issue raised by the JAM with regards to WASH is insufficient water supply in some of the Eritrean, Assosa, and Jijga camps. Furthermore, filled-up latrines leading to open defecation were reported in some camps. The JAM recommends that the number of latrines should be increased to meet UNHCR's standard and overfilled latrines should be properly covered and new ones constructed according to the standard households to latrine ratios, giving priority to the most seriously affected camps.

Lack of drugs, shortage of medical equipment and materials, inadequate ambulance services, and perceived inattentive medical services provided by some health staff in some camps are shortcomings identified by the JAM. The JAM recommends that the supply chain needs to be reviewed and actions taken to solve bottlenecks in the drugs supply and distribution system.

This JAM has also found that milling facilities are inadequate in many camps and milling prices are high. Moreover, whenever refugees go out of the camps for milling service, they have to cover costs of transportation. Under such circumstances, they are forced to increase level of sales from their food assistance, which in turn contributes its part in widening the monthly food gap for the refugees. The JAM recommends provision of milling machines to refugee IGA groups with full technical back up in camps where the numbers are inadequate and private investors are not attracted as part of promoting livelihood activities.

Inability to expand livelihood activities to a substantial number of refugees remains a complex challenge faced by agencies responsible for meeting the various needs of refugees. Lack of access to agricultural opportunities, absence of other job opportunities, finding useful employment for trained refugees have all contributed to near total dependency on food assistance. The JAM recommends that a country specific lively development strategy involving the participation of all stakeholders in refugee camps is required to introduce meaningful livelihood activities that can help improve the lives of refugees.

The JAM has stressed that incapacity to provide NFI regularly has compelled refugees to sell some of their food rations very often at unfavourable terms contributing to the food insecurity of refugees. The JAM recommends considering the possibility of distributing cash for the purchase of NFIs after careful evaluation and taking into consideration availability of NFI at reasonable prices in markets close to the refugee camps.

Inadequate coordination and poor information sharing among agencies involved in assistance of refugees has also been brought up by the JAM and recommends that partners need to work harder to improve their service delivery to the refugee community by strengthening follow up activities on agreed action points.

Refugee influxes are continuing and funding is not proportionally increasing. In the same time, livelihood opportunities are limited and refugees are heavily depending on humanitarian assistance. Thus, this JAM recommends continuous and joint advocacy to overcome the resource constraints and enhance durable solutions.

1. Introduction

1.1 Refugee Numbers and Demographic Characteristics

Currently Ethiopia is home to refugees from Somalia, South Sudan, Sudan, and Eritrea. The first group of refugees from Somalia and Sudan arrived in Ethiopia in the 1980s fleeing from conflict in their home countries while those from Eritrea arrived in the country following the 1998 -2000 Ethio- Eritrean war.

The years since 2009 have witnessed dramatic increases in the number of refugees coming from neighbouring countries into Ethiopia. Whereas the total number of refugees in Ethiopia stood at approximately 82,000 by the end of 2008, the corresponding number as at 30 November 2016, was 775,440. Similarly, the number of refugee camps has gone up from 7 to 25 during the same period. The main reasons for this unprecedented increase were a combination of conflict and drought-induced famine in South Central Somalia in 2011; eruption of fighting in South Sudan in 2013 and a significant increase in the rate of new arrivals of Eritrean refugees in the last couple of years.

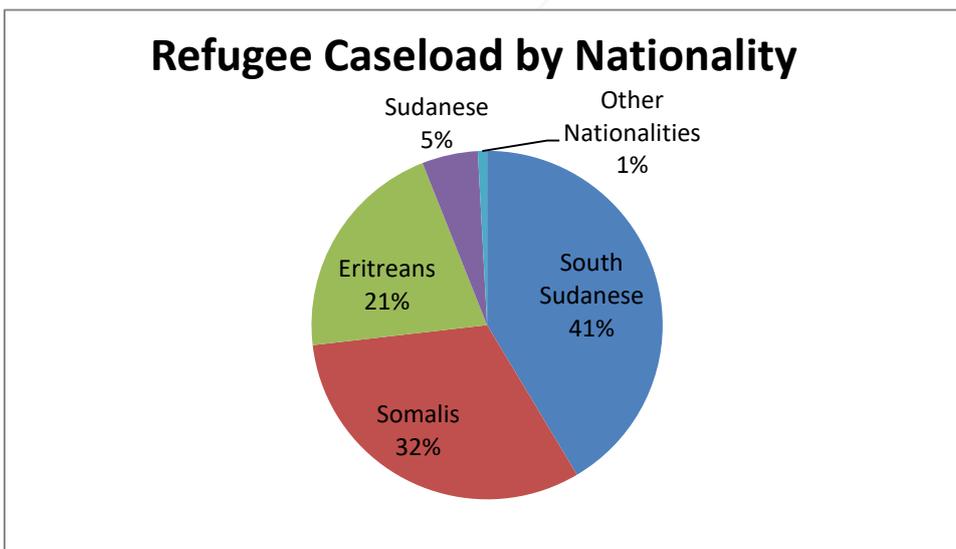
The rate of monthly new arrivals which was around 2,950 in December 2015 spiked to around 20,000 in September 2016 then declined to about 8,800 in November 2016. A monthly rate of more than 8,000 new arrivals is still a significant number.

Table 1: Summary of Refugee Caseload by Nationality

Nationalities	Total Persons of Concern	%
South Sudanese	321,342	41.4
Somalis	245,950	31.7
Eritreans	161,683	20.9
Sudanese	39,897	5.1
Other Nationalities	6,568	0.9
Total	775,440	100

Source: UNHCR Ethiopia Monthly Population Update as of 30 November 2016, Addis Ababa

Chart 1: Refugee Population Breakdown by Nationality



* Chart based on UNHCR Ethiopia Monthly Population Update as of 30 November 2016, Addis Ababa

Table 2: Refugee Population in Ethiopia by Camp/Site and Country of Origin as of 30th November 2016

Origin	Camp/Site	Household	Total Population	%
Eritrea	Addis Ababa		15,180	19%
	Mai-Aini	5,250	9,940	12%
	Adi Harush	4,520	7,412	9%
	Shimelba	2,545	5,371	7%
	Hitsats	6,556	8,918	11%
	Tigray (OCP)	336	466	1%
	Aysaita	2,911	11,313	14%
	Barahle	2,259	9,962	12%
	Erebt	157	518	1%
	Dalool	1,215	7,081	9%
	Ayne-Deeb	1,121	4,442	6%
	Total Eritreans			80,605
South Sudan/Sudan	Addis Ababa		535	0%
	Pugnido	13,776	63,485	18%
	Kule	12,404	50,810	14%
	Pugnido II	3,957	16,684	5%
	Okugo	3,005	9,298	3%
	Tierkidi	17,871	71,301	20%
	Jewi	12,315	56,989	16%
	Nguenyylel (new)	4,992	6,262	2%
	Gambella Main Entry Points	7,451	31,174	9%
	Other Location Gambella	743	3,122	1%
	Sherkole	3,473	10,752	3%
	Bambasi	4,067	16,029	4%
	Gizan/Ad Damazin	886	2,558	1%
	Tongo	2,716	11,602	3%
	Tsore/Ashura	3,848	10,638	3%
Total South Sudanese & Sudanese			361,239	100%
Kenya	Ken-Borana	733	3,646	100%
Somalia	Addis Ababa		834	0%
	Aw-barre	1,908	11,915	5%
	Kebribeyah	2,118	14,303	6%
	Sheder	2,264	10,973	4%
	Bokolmany	8,554	42,653	17%
	Melkadida	6,216	38,045	15%
	Kobe	8,196	43,586	18%
	Hilaweyn	7,723	44,469	18%
	Buramino	7,540	39,172	16%
	Total Somalis			245,950
Eritreans spontaneously Settled in Ethiopia		52,921	81,078	10%
Other			2,922	0%
G. Total			775,440	

Source: Adapted from UNHCR Ethiopia Monthly Population Update as of 30 November 2016, Addis Ababa

Out of the total refugee population above, WFP provided food assistance to 560,000 beneficiaries monthly on average in 2016. PRRO 200700, WFP's current food assistance project for Ethiopia plans to assist up to 650,000 beneficiaries annually.¹ The principal reason for the difference between the UNHCR population figures and WFP's food distribution numbers is that WFP Ethiopia has historically provided regular monthly food rations only after refugees are settled in camps by UNHCR and ARRA. Exceptionally, Kenyan refugees who are not living in strictly defined refugee camps, do receive monthly WFP rations.

Refugees in Addis Ababa, refugees at entry points or other locations do not receive monthly food rations. However, refugees at main entry points and transit centres receive high energy biscuits (HEB) until they are moved to camps and receive regular monthly rations.

1.2 Biometrics

Over the years, the need for a system which ensures that registered refugees receive their correct entitlements once a month and prevents fraudulent claims was widely recognized by major stakeholders in the refugee assistance programme. Biometrics, the process of verifying the identity of refugees through finger print identity checks, was introduced in 2015. After the launching of this system, finger prints of refugees coming to collect their monthly rations are compared to existing finger prints in the UNHCR data base. This ensures that refugees can withdraw their rations only once. Subsequent to the first tests conducted about the effectiveness of the biometric checks, the following preliminary cumulative reduction in the number of beneficiaries receiving food assistance was achieved: 10% in Shire, 15-20% in Gambella and a potential 25-30% reduction in Dollo Ado.²

Distributing food entitlements to the actual beneficiary numbers improves the credibility of the distribution system with donors, stretches the use of available resources to cover longer periods, thus minimizing the need for frequent ration cuts. In the end, it contributes to the food security of refugees indirectly as the transparency and credibility of refugee numbers increases donor confidence for funding refugee food assistance. As of the end December 2016, biometrics was implemented in 17 camps with 4 camps ready for testing and 3 camps in the planning phase.

1.3. Cash Transfer

Following recommendation of JAM 2012, cash combined food assistance was introduced in Sheder and Awbare camps of Jijiga as a pilot in 2013. It was later evaluated by an international consulting firm, the main findings indicated that the modality has positive impact on the food security of refugees besides allowing refugees to purchase the type of food they prefer. Consequently, the initiative was expanded in more camps reaching 10 camps as of 31 December 2016. The refugee community and household survey conducted in November 2016 has clearly indicated that camps with cash combined food transfer modalities have performed better than the food only camps in terms of the key food security indicators such as food consumption score, diet diversity and coping strategy indices. This JAM has also realized the benefits of cash combined food assistance transfer modality and recommends further expansion wherever the market situation allows.

2. Joint Assessment Mission (JAM) 2016

2.1 General Context

As a signatory to the 1951 Convention on refugees, its 1967 Protocol and the 1969 OAU Convention, Ethiopia has traditionally maintained an open door policy towards refugees coming to the country escaping conflict and general instability in their countries of origin. Refugees came largely from Somalia, Eritrea, Sudan, and South Sudan. By and large, the Government's policy in the past has been to require refugees to reside in camps except those refugees who need special medical attention, those who need special protection, and those unable to stay in camps for humanitarian

¹ Ethiopia PRRO 200700, WFP Rome, October 2014.

² Ethiopia Biometrics Project Update, October 2016, Addis Ababa

reasons or Eritrean refugees enrolled in the Out-of-Camp Policy (OCP) that are allowed to live in cities. A total of 19,647 such refugees reside in Addis Ababa.³

Every two years as part of the Global MoU between WFP and UNHCR, a JAM led by WFP or UNHCR and jointly organized by WFP, UNHCR, and ARRA with the participation of other partners is undertaken to assess the well being of refugees living in refugee camps in the Country.

2.2 Objectives of the JAM

The principal objectives of the JAM are summarized below.

- Assess the food security and nutritional situation of refugees;
- Review the quality and appropriateness of on-going food security and nutrition-related interventions;
- Identify effective food security, nutrition and/or livelihood interventions to protect and ensure the food security and nutritional status of refugees;
- Identify timing, location and duration for identified interventions; and
- Assemble data to enable UNHCR and WFP Country Offices (COs) to develop a Joint Plan of Action (JPA).

2.3 Methodology and Geographical Coverage

The JAM was organized along the following thematic areas: 1) Food security, 2) Nutrition, Health, WASH; 3) Livelihoods, Energy, Shelter, NFI, Education. The assessment teams used a variety of methods to collect information and data. These consisted of transect walks and observations in the refugee camps; focus group discussions with representatives of women, men, youth, people with special needs, and refugee community leaders; key informant interviews with knowledgeable persons on livelihood, food security, protection, health, WASH, energy, etc; and secondary data review. The secondary data consisted of recent food security, livelihood and nutrition surveys, monitoring reports, updates on cash distribution and biometrics project implementation, food distribution reports, population statistics; CHS review of the JAM 2014 reports to mention a few of the reports.

Camp	Total Number of Camps	Number of Camps Visited by JAM Teams
Eritreans (Shire camps)	5	3
Eritreans (Afar camps)	2	2
Somalis (Jijiga camps)	3	2
Somalis (Dolo camps)	3	5
Sudanese (Assosa camps)	5	2
South Sudanese (Gambella camps)	7	4
Total	25	18

The selection of camps was based on time of establishment of camps or arrival of refugees, presence of high numbers of unaccompanied minors, and camps with different population groups.

As part of the JAM preparatory activities, a one day pre-JAM training workshop was organized for participants on 17 November 2016. The purpose of the workshop was to:

- Introduce the WFP/UNHCR corporate JAM preparation guidelines to team members;

³ Ethiopia Fact Sheet, November 2016, UNHCR Addis Ababa.

- Ensure that JAM team leaders and members clearly understand their different roles and responsibilities; the data collection tools; daily activity procedures including compilation of preliminary data analysis and debriefing;
- Create a forum for team members to know each other better and work together; check, test and finalize the data collection tools developed earlier;

This was followed by one day pre-JAM training workshop in each location. Following the end of the field mission, a one day debriefing was held on 14 December 2016 for JAM participants to discuss the preliminary findings and possible recommendations. A separate debriefing was organized on 8. February 2017 to debrief donors and representatives of refugee assistance agencies on the major findings of JAM 2016.

3. Main Findings by Theme

3.1 Food Security

3.1.1 Food Assistance

Food security is generally understood as the ability of individuals at the household level to have physical and economic access to sufficient food at all times to help them live a productive and healthy life. Food security constitutes access, availability and utilization of food.

This JAM, like many other assessments before it, has reconfirmed that food assistance continues to be the main source of food and income for refugees in Ethiopia. While most portions of food rations provided by WFP are consumed, sizable quantities of food items (cereals in particular) are sold for a number of reasons. Refugees use the proceeds from the sale of food either to buy meat, milk, vegetables, and other food items which are not in the food basket as well as non-food items lacking from the core relief items (clothes, shoes, firewood etc.).

Concerns raised by refugees over monthly rations not covering food needs for the whole month have to be viewed within this context. Though very limited in coverage, refugees in many camps engage themselves in various activities such as running small shops, restaurants, tea rooms, tailoring, barber shops, animal husbandry, backyard gardening, poultry, and raising of livestock. Some also work on and off as daily laborers. A few Eritrean refugees and to a lesser extent other refugee groups receive remittances from abroad which contribute to some degree to their food security. The incomes from these activities help some refugees diversify their diet. The composition of the monthly food and cash rations which contribute to the bulk of the food security of refugees is presented in the table below.

Table 3: General food ration scale and nutritional value of food provided to refugees

Camps Receiving Food Exclusively				Camps Receiving Both Cash* and Food			
Ration Item	Daily ration per person (grams)	Monthly ration Per person (kg)	Energy (Kcal)	Daily ration per person (grams)	Monthly ration per person (kg)	Monthly Cash per person (Birr)	Energy (Kcal)
Cereals	450.00	13.5	1,485	333.33	10.0	60	
				283.33	8.5	50	
				233.33	7.0	100	
				116.67	3.5	100	
Pulses	50	1.5	168	50	1.5		168
CSB/ Famix	50	1.5	188	50	1.5		188
Vegetable Oil	30	0.9	266	30	0.9		266
Salt	05	0.15	0	05	0.15		0
Sugar	15	0.45	60	15	0.45		60
Total			2,167				1,615

* Camps receiving combined food & cash receive different amounts of cash and cereals depending on local market rates and preferences of the refugees. The daily kcal looks low in the cash combined food camps as the amount of energy to be obtained from purchased food is not taken into account.

Ration Item	Standard ration	Camps Receiving Food Exclusively			Camps Receiving Both Cash* and Food			
	Daily ration per person (grams)	Daily ration per person (grams)	Monthly ration Per person (kg)	Energy (Kcal)	Daily ration per person (grams)	Monthly ration per person (kg)	Monthly Cash per person (Birr)	Energy (Kcal)
Cereals*	450	380	13.5	1,485	333.33	10	60	
					283.33	8.5	50	
					233.33	7	100	
					116.67	3.5	100	
Pulses	50	50	1.5	168	50	1.5		168
CSB/ Famix	50	50	1.5	188	50	1.5		188
Vegetable Oil	30	30	0.9	266	30	0.9		266
Salt	5	5	0.15	0	5	0.15		0
Sugar	15	15	0.45	60	15	0.45		60
Total*	2,167			1,954				1,615

* after deducting milling allowance

All camp-based refugees in the country receive general food rations, which are distributed either in kind only or food combined with cash. Following the introduction of cash distributions, the amount of cereals distributed is no longer the uniform rate of 16 Kg (including 2.5 kg for milling compensation) which was the norm for the last several years.

Due to funding shortfall, rations continue to exclude the milling allowance. The monthly rations for camps that receive food exclusively are provided with 13.5 kg cereals⁴, 1.5 kg pulses, 1.5 kg fortified blended food, 0.9 kg edible oil, 0.45 kg sugar, and 0.15 kg salt providing 1,954 kcal per person per day (ppd). These rations are provided monthly except when food pipeline breaks occur as was the case from November 2015 to June 2016 when cereals rations were reduced further, CSB was removed and sugar rations skipped.

General rations are complemented with supplementary feeding for targeted vulnerable groups. Pregnant and lactating women receive premixed supplementary rations (CSB+ oil, and sugar). All children 6-23 months receive, when available, super cereal plus (CSB++) or premixed rations.

In camps where the GAM rate reaches above 15 percent, supplementary rations (the premix) is provided for all children aged 24-59 months under BSF when this intervention is deemed to be necessary and agreed by UNHCR, WFP, ARRA and partners. Medical cases referred by a doctor including HIV and TB patients, and other malnourished individuals such as older people and persons with disabilities, also receive premixed supplementary rations under the Therapeutic Supplementary Feeding (TSF) programme.

In 18 camps where school feeding is implemented, students are provided with hot mid-morning or mid-afternoon meals consisting of 100 grams Super cereal (CSB+) and 20 grams sugar prepared in the form of thin (drinkable) porridge.

On arrival at pre-registration or entry points, all refugees receive 300g of high-energy biscuits per day as immediate assistance until they transfer to transit centres in the camps.

3.1.2 Cash Distribution

Following the main recommendation from the 2012 JAM, WFP in collaboration with UNHCR and ARRA introduced the distribution of cash combined with in-kind food assistance as a pilot programme in 2013 in the Jijiga camps for Somali refugees. The programme has expanded since then and now covers 10 refugee camps out of 25 in the country⁵. Some 95,000 beneficiaries receive cash assistance in addition to food rations. It is estimated that the cash interventions injects about 8 million Birr into the local markets monthly. The cash provided to refugees enables them to purchase food items which are not included in WFP's general rations as well as buying various non-food items not provided by UNHCR.

Presently the rate of cereals distributed varies from camp to camp depending on the amount of cash distributed which in turn depends on the availability and price of grains in the local market as well as the preferences of the refugees.

Table 4: Cereals Rations and Cash Paid to Refugees by Camp

Camp/site	Cereals (kg)	Cash (Birr)
Bambasi & Tongo (Assosa)	3.5	100
Tsore (Assosa)	13.5	0
Sherkole (Assosa)	8.5	50
Sheder & Awbare (Jijiga)	7.0	100
Kebribeyah (Jijiga)	13.5	0
Aysaita (Afar) ⁶	10	60
Berhale (Afar)	16.0	0
Shimelba, Mai Ayni, Adi Harush, Hitsats (Shire)	10.0	60

⁴ Except Berhale (Eritrean camp) which gets 16 kg cereals including the milling allowance of 2.5kg

⁵ Refugee Cash Expansion Update October 2016, WFP Addis Ababa

⁶ This is under review and will change to 100 ETB and 6 kg by 1st January 2017

Melkadida, Bokolmayo, Kobe, Hiloweyn, Buramino (Dolo)	13.5	0
Pugnido, Pugnido 2, Jewi, Tierkidi, Kule, Okugo, Nguenyiel (Gambella)	13.5	0
Dilo & Megado (Borena Kenyans)	13.5	0

Refugees in the Jijiga camps reported to the JAM team that they use about two thirds of the cash they receive to buy milk, meat, vegetables and to pay for milling costs. About one third of the cash is used to buy shoes, clothing and other personal items.

All assessments to date including findings from the latest JAM have confirmed that in camps where cash distributions have been introduced they are satisfied with the combined cash and food distribution arrangements although refugees in some camps have also expressed their desire to have the cash component increased. Refugees in Kebribeyah and Berhale have requested for the introduction of cash in their camps. Even though refugees in Tsore, one of the camps for Sudanese refugees, have reportedly expressed their desire *not* to receive cash to the JAM team, data collected from CHS November 2016 indicates that 50% of refugees in Tsore are interested in cash assistance. Possible reasons for this could be the absence of local markets near the camp and the fear by women that the cash could be usurped by the husbands and used for drinking. This issue however requires further detailed investigation before coming up with any definitive conclusion on whether or not to introduce cash.

Assessments are underway for introducing cash distribution to Kule and Tierkidi in Gambella region, Berhale in Afar, and Tsore in Benishangul Gumuz and Dollo in Somali Region in 2017. The launching of cash distribution in these camps will take place only after market assessments and beneficiary consultations have been undertaken by WFP, ARRA and UNHCR. In this manner, the concerns of refugees in camps such as Tsore will be taken into account fully before cash programmes are implemented.

3.1.3 Coping Mechanism

When food rations do not last for the entire month as they are supposed to, refugees revert to several negative coping mechanisms to fill the food gap which include skipping of meals, reducing meals, selling firewood collected from nearby woodlands, borrowing from shopkeepers at high interest etc. For a few lucky refugees employment within the camp as incentive workers for NGOs and ARRA, working as casual labourers and remittances from relatives or friends abroad provide some funds to help them improve their food security. Discussions clearly indicated that remittances are very irregular and unpredictable even for those who occasionally receive remittances. Income from child labour in Tsore and Tongo is one of the coping mechanisms employed by refugees in these camps according to the JAM findings.

3.1.4 Food Distribution

Lack of properly calibrated scooping utensils was raised in several camps by different JAM teams. Perception of dishonest weighing of food rations by food scoopers is widespread in almost all refugee camps with refugees in Dolo Ado, Assosa, Jijiga, and Shire camps mentioning it most often. Weighing scales to allow refugees to check whether the rations they received correspond to their correct entitlements are not always available in all camps or distribution sites.

Refugees in the Dolo camps also raised location of distribution centres being too far from where the camp population lives as an issue. Finding suitable mode of transport such as wheel barrows or donkey carts for moving food rations from the distribution sites to refugee shelters at reasonable cost is a big challenge for refugees in many camps. The absence of shades and latrines in the food distribution area were also frequently mentioned by refugees in the Jijiga and Assosa camps as issues that require attention. Improperly designed or narrow food distribution chutes in Aysaita are contributing to long lines which make crowd controlling a difficult task. In some refugee camps (Aysaita and

Gambella for instance) no arrangements are in place to give priority to elders, pregnant women, the physically disabled and other vulnerable groups during food distributions. Short distribution days (3 days in Gambella camps) lead to overcrowding and long waiting periods at distribution sites.

Refugee food scoopers are said to be poorly motivated due to perceived low incentive payment for their labour. The issue is widely reported in almost all camps but more so in the Jijiga, Shire, and Afar camps.

3.1.5 Biometrics Findings

By and large the biometrics project appears to be functioning well in most camps except minor shortcomings observed by the JAM teams deployed to the Shire and Aysaita camps. In the Shire camps, refugees still need to sign on hard copies of cash distribution manifests despite the use of biometrics finger ID checks which results in unnecessary long lines and waiting periods at the cash desk. In Aysaita, faulty finger print reading is apparently resulting in the distribution of multiple rations to some refugees on occasions. Unclean fingers could possibly be contributing to the faulty machine reading of finger prints.

3.1.6 Food Security Analysis

The refugee baseline survey for WFP's food assistance project, PRRO 200700, carried out in June 2015 provides quantified information on the over-all food security status of refugees in camps in Ethiopia⁷. The Survey concluded that in terms of food availability, food assistance is still the major source of food and income for the refugees; followed by purchasing from the market. In almost all refugee camps, food was available for sale in the markets found in or close to refugee camps so long as refugees have the means to buy the food commodities.

A considerable number of respondents reported gathering as a source of food for fruits, vegetables and meat in Gambella. Fishing was also reported as significant by the refugees in Gambella (10% of respondents). Own production for meat, milk and milk products was reported at relatively large scale in the Dollo camps.

Regarding food preferences, the refugee households and community survey of June 2015 concluded that white sorghum was the most common staple cereal for Somali refugees in Dollo Ado and Sudanese in Assosa; maize for Somalis in Jijiga, South Sudanese in Gambella, and Sudanese in Assosa; red and white sorghum for Eritreans. In reality, very few refugees would be pleased to receive either maize or sorghum even if these were staple foods in their countries of origin. A majority of respondents across regions indicated that wheat was their preferred cereal. This is primarily not because of the refugees' strong desire to consume this grain but because of its high value when sold in the local markets. This conclusion was also borne out by the findings from JAM 2016 field missions to various camps.

The same survey reported that 67% of the respondents were found to have adequate or acceptable food consumption pattern, 20% had borderline Food Consumption Scores (FCS) while 13% recorded poor food consumption patterns. Significant disparities were observed between regions. In Tigray, over 95% of the refugees have adequate FCS, with 0% in the "poor" category. In Gambella the refugees with adequate FCS were 60.3% against 19.5% with poor FCS. In Dollo Ado, refugees with adequate FCS were 66.5% against 13.2% with poor FCS.

Differences in access to income opportunities appear as the main explanatory variable for the differences in consumption patterns among the refugee camps. The relatively worse consumption patterns in the Gambella region could also be due to the fact that most of the refugees in the Gambella region had arrived relatively recently and were not yet as well integrated within the community, consequently less livelihood opportunities available locally and no proper markets available as compared to the other camps.

The findings reported above were more or less corroborated by the findings from JAM 2016 field mission reports. Food assistance remains the most important source of food and income for life sustenance in all refugee camps. The

⁷ REFUGEE BASELINE SURVEY - PRRO 200700 , JUNE 2015, WFP ETHIOPIA, Page 2

level of dependence on food assistance shows slight variations from camp to camp depending on availability of other income sources such as employment in income generating activities, remittances, vegetable gardening, farming, earnings from other IGAs, etc. In this regard, Eritrean refugees hosted in camps in Tigray were reported to have better income earning opportunities than any other refugees in other camps in Ethiopia. The high food consumption score mentioned earlier is a reflection of this situation.

The JAM field mission reports also confirmed the relatively large quantity of food rations (usually cereals) sold by refugees as reported by the Survey quoted earlier. The amount sold ranges from 25% to 50 % of cereals rations. Where cash has been introduced, the amount of cereals sold by refugees has been reduced. In the Eritrean refugee camps in Tigray, it was reported that only about 25% of cereals is sold compared to some 50% before the introduction of cash distributions which replaced a portion of the cereal ration.

This is not to say that refugees receiving cash assistance do not sell some of the cereals rations that they receive as already mentioned. Notably in the Jijiga camps (Aw Barre & Sheder) where cash distributions have been implemented since 2013, half of the cereals rations were reported to be sold according to the findings of the JAM 2016 field mission to these camps. The most plausible explanation for this situation as expressed by refugees is the distribution of red sorghum which refugees say they do not like to consume.

Large households in most camps reported to JAM teams that the food rations that they receive lasts between 15 and 20 days although the numbers of days vary from camp to camp. For single households such as those in Afar and Shire, reportedly, the food does not last for more than 10 days. As pointed out earlier, the major reason for this situation is the sale of food items to cover their unmet food and non-food needs and ration cuts as well. Another reason why the rations do not last long is the existence of unregistered refugees sharing rations with refugees with ration cards such as refugees in the Afar camps. While refugees with large households can pool their rations and cop better with the insufficiency of rations, the same cannot be said for camps with large numbers of single member household who find it very challenging to survive from one month to another.

3.2 Nutrition

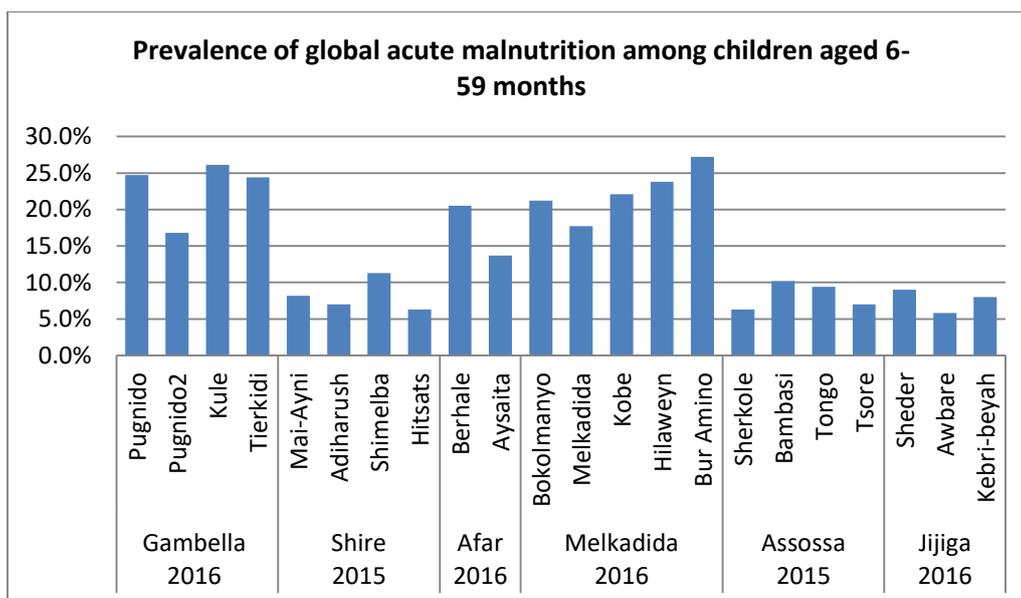
The nutrition programmes are run in all the camps. This comprises inpatient treatment of severe acute malnutrition with complications, outpatient treatment of severe acute malnutrition without complication, outpatient treatment of moderate acute malnutrition and prevention programmes; promotion of optimum infant and young child feeding practices, provision of supplementary food to children aged 6-23 months or 6-59 months in camps with prevalence of GAM >15% and provision of supplementary food to all pregnant and lactating women and medical or social cases as recommended by health practitioners.

UNHCR coordinates the nutrition programme in all camps, provides therapeutic milk and Resomal for management of children with SAM with complications and plumpynut to caretakers of children aged 6-59 months with SAM. Pumpynut is given according to the weight of the children without complications.

In all camps, WFP provides ready to eat plumpy sup (plumpy sup 92 grams ppd). Super cereal premix is provided to pregnant and lactating women and other social or medical cases while all normal children aged 6-23 months receive super cereal plus as a take home ration. In camps with prevalence of GAM>15% all children aged 6-59 months receive super cereal plus as a take home ration with the exception of Melkadida camps where wet meals are provided to pre-school children aged 36-60 months from school.

Global Acute Malnutrition levels in refugee camps should ideally be below 10% in stable refugee camps (UNHCR standards) and less than 15% in emergency situations (Sphere standards). By this measure, the nutritional situation of refugees in the Dolo Ado and Gambella refugee camps and Berhale camp in Afar where nutrition surveys were carried out in 2016, has shown no significant change from the previous year and remain critically high as can be deduced from the charts below.

Chart2: Prevalence of GAM in the Refugee Camps in Ethiopia (2015-2016)



Source: Reports Joint Standardized Expanded Nutrition Survey in Ethiopia Camps, UNHCR, Addis Ababa, 2015, 2016

From Chart 2, it is easy to observe that the GAM prevalence is above the WHO emergency cut-off point of $\geq 15\%$ in ten camps and in 8 camps it is over 20%.

The overall nutrition situation in Gambella refugee camps (Pugnido, Pugnido 2, Kule and Tierkidi) is also critical with high Global Acute Malnutrition (GAM) prevalence above the emergency threshold of $>15\%$, in all the surveyed camps according to the survey report of October 2016.⁸ The report further shows that weighted GAM across the camps increased from 21.9% in 2015 to 24.5% in 2016. Although it is not clear why GAM rates are so high, it is possible that since the refugees came from drought stricken areas in South Sudan they were in nutritionally poor condition to begin with and the cereals ration cuts from 16 kg to 13.5kg per person/month from November 2015 to June 2016 may also have contributed to the high malnutrition rates. Besides, they also sale part of the food assistance in order to buy the type of food they prefer and cover costs of other basic non-food items. Inadequate water supply, poor sanitation and hygiene conditions, and the consequent increases in diarrhoea cases may be additional contributing factors for the high GAM rates.

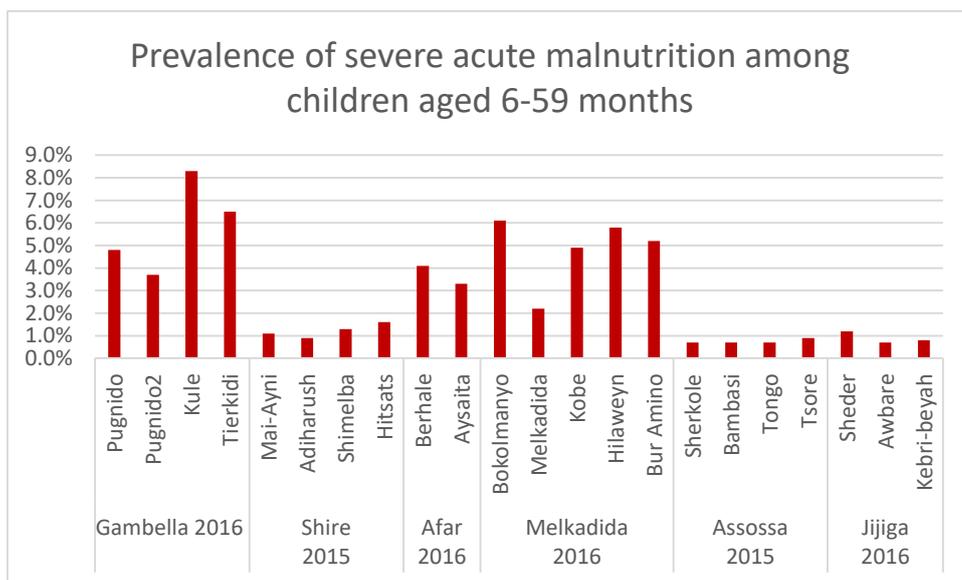
The Nutrition Survey carried out in the Jijiga camps in December 2016 shows that both GAM and SAM rates are well below 10% and 2%, respectively, a rate considered to be satisfactory.

⁸ Final Report on Joint Nutrition and Health Surveys (Kule, Tierkidi, Pugnido And Okugo), Refugee Camps Gambella Region, UNHCR Addis Ababa, October 2016

On the other hand, the Eritrean Afar refugee camps in Aysaita showed a reduction to below the emergency threshold (15%) whereas the nutrition status of children aged 6-59 months remained above the emergency threshold in Berhale camp.

The latest nutrition survey data available for other camps is for the year 2015. According to results from these surveys, GAM rates for the Sudanese refugees in the Assosa area camps in Tongo, Sherkole, Tsore, and Bambasi as well as for the Somali Jijiga area refugee camps in Kebribeyah and Sheder refugee camps were below 10%⁹, which can be considered acceptable. Similarly the Eritrean refugee camps in the Shire area consisting of Mai Ani, Adi Harush, and Hitsats recorded GAM rates below 10%. Only Shimelba in this group had a GAM rate of 11.3%, still below the emergency threshold of 15%.

Chart 3: Prevalence of SAM in the Ethiopia Refugee Camps (2015-2016)



Source: Joint Standardized Expanded Nutrition Surveys in Ethiopia Refugee Camps, 2015, 2016

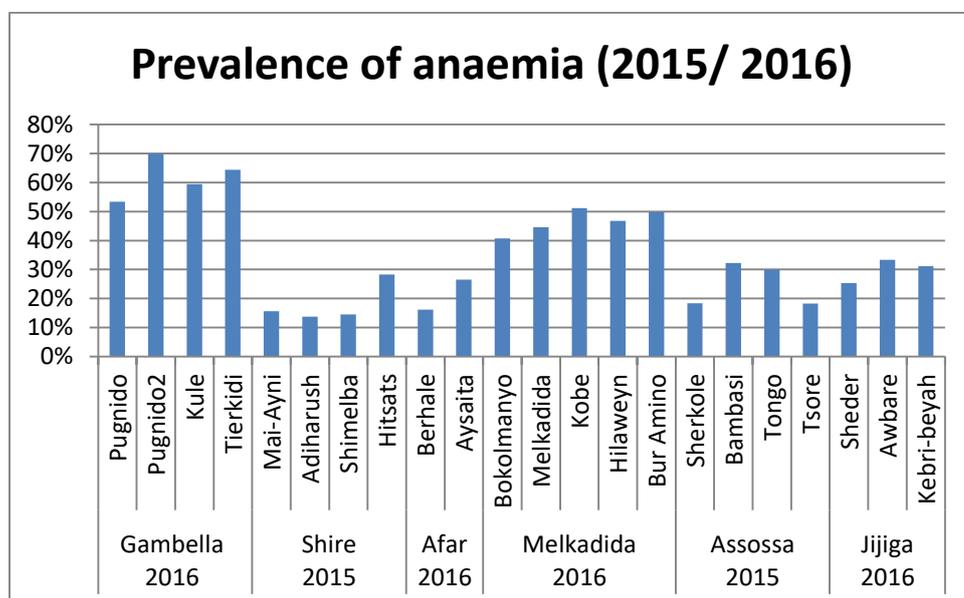
Increases in prevalence of SAM were noted in all camps in Dolo with the exception of Melkadida camp, indicating a deterioration in the severity of acute malnutrition among children aged 6-59 months in Melkadida camps. Nutrition surveys' methodology does not allow for a causal assessment thus the cause for no improvement in GAM and a deterioration of SAM was not explained.

However, in camps where GAM and SAM rates are very high, several reasons could be put forward as contributing factors to high rates of malnutrition. These include:

- cereals rations reduction introduced in November 2015 from 16kg to 10 kg coupled with the intermittent distribution of CSB+ and sugar;
- inadequacy of the food rations when these rations are sold to meet other needs;
- absence of complementary food items like milk, meat, vegetables, condiments, spices;
- poor IYCF practices leading to inappropriate child care;
- poor hygiene leading to diarrhoea;
- target and non-target refugees sharing nutritional products; mothers during pregnancy not consuming a variety of food and failing to gain weight;
- mothers who can't produce enough milk try to compensate by feeding infants with bottles containing only water and sugar before the age of 6 months;

⁹ Ethiopia PRRO 200700 Evaluation Final Report, WFP Rome, June 2016, P. 48

- some mothers sell plumpy nuts or CSB or exchange these for other food items;
- mothers often stop breast feeding early and become pregnant again (often after 6 months);
- mothers spending long hours away from their homes trying to collect fire wood is often cited as another reason contributing to improper child care practices in many refugee camps.



Source: Joint Standardized Expanded Nutrition Surveys in Ethiopia Refugee Camps, 2015, 2016

Prevalence of Anaemia among children 6-59 months in the camps assessed in 2016 only meets the desired level (>20%) in Berhale camp. With reference to the most recent surveys conducted in the camps (2015 and 2016), the prevalence of anemia is lowest in Shire camps and Assosa camps.

Somali refugee children in the Dolo Ado camps had prevalence of anaemia that was greater than 40% in 2016, whereas the desired target level is <20%. The highest rate (51.2%) was recorded in Kobe and the lowest (40.7%) in Bokolmanyo. The results for 2016, in comparison to previous years, show significant reductions for Bokolmanyo from 56.0% to 40.7% and Melkadida from 61.4% to 44.6%.

The nutrition survey carried out in 2016 in the Gambella area showed very high levels of anaemia in the four surveyed camps. The prevalence of anaemia was found to be 54.3% in Pugnido I, 70.0% in Pugnido II, 59.5% in Kule, and 64.4% in Tierkidi among children aged 6-59 months. Levels of anaemia among women of reproductive age (15 - 49 years) were reported as 43.3% for Pugnido I, 55.6% for both Pugnido II and Tierkidi and 44.6% for Kule. The survey report has concluded that high anaemia levels can be attributed to high incidence of malaria, interruptions in the supply of CSB+, lack of adequate access to food rich in micronutrients especially iron and vitamin C caused by low purchasing power of the Gambella refugee population.

3.3 School Feeding & Education

In 2015, an estimated total of 49,000 refugee children were benefiting from School Feeding. School Feeding is implemented in 18 of 25 camps. It is generally accepted that school feeding encourages attendance of schools by providing meals as students come to school without eating breakfast. However, school feeding in almost every camp is faced with a number of challenges. Not least among these is the long-standing complaint by refugee children that the 20 grams sugar supplied with 100 grams of CSB+ is inadequate for the taste of refugees who are used to adding large amounts of sugar to their food and drinks such as Somali and Eritrean Afar refugees.

The JAM team that went to Aysaita camp reported that 1/3 of students do not eat CSB because they don't like the taste of it most likely because of the low amount of sugar added relative to what they are used to at home. High consumption of fire wood in school kitchens in refugee camps where firewood is a scarce resource is another difficulty faced by schools implementing feeding programmes. Absence of appropriate cooking facility along with shortage of cooking utensils is also another problem faced by school feeding activities. Poor quality of CSB+ in Tongo was also reported to the JAM team as a problem. Still with all the problems, camps such as Tsore would like to see school feeding introduced in the camp.

In some camps such as Adi Harush for Eritrean refugees there is a high school in the nearby local town and refugees send their children to this school and are satisfied with the service. However, there are protection related issues encountered by the high school students along their way to and from school.

With regard to education in general, there are enormous challenges faced by agencies providing education in refugee camps. Chief among these problems are:

- unequal access to educational opportunity for refugee girls;
- lack of qualified teachers for higher grade levels especially for camps that provide education to Grade 8 and above such as the Eritrean camps;
- inadequate salary for qualified incentive teachers;
- curriculum difference between countries of refugee origin and the host country impeding children's schooling interest;
- lack of laboratories, libraries and computer centres;
- shortage of school materials like exercise book, pencils, pens, etc;
- lack of uniform;
- high student - teacher ratio
- high student -classroom ratio

3.4 Milling

The previous WFP cereals ration of 16 kg per person per month included 2.5 kg cereals meant as a milling allowance on top of the 13.5 kg basic cereals ration. When cereals rations were reduced recently the cost of milling was not factored in.

Providing satisfactory milling services at reasonable cost to refugees has remained an enormous challenge to agencies tasked with the responsibility of organizing milling services at refugee camps. The problem has become intractable for the last several years. Poor access to grinding mills because of need to travel long distances, high cost of milling, exposure to SGBV to women travelling to grinding mill sites are some of the major complaints reported by women to the JAM teams. The level of services and the prices charged for milling differs from camp to camp. When mills are not available within the camp perimeters, refugees need to travel to the surrounding host communities to get milling services where in addition to the cost of milling charge of Birr 35 for a 50 kg bag (about Birr 1.45/kg) they need to pay Birr 20 to and from the mill sites to transport the grains as is the case for refugees in Aysaita camp. Needless to say this is a substantial amount for a refugee to pay.

Table 5: Cost of Milling Cereals in/around Refugee Camps

Camp	Cost in Birr for Milling 1 Kg Cereal	Source	Remark
Kebribeyah	1.00	JAM 2016	
Aw Barre	1.50	JAM 2016	
Sheder	1.00	WFP Survey (2015)	
Adi Harush	0.60	JAM 2016	
Shimelba	0.60	JAM 2016	
Mai Ayni	-		
Hitsats	0.75	WFP Survey (2015)	
Aysaita/Berhale	0.7	JAM 2016	Birr 35 per 50 kg
Bambasi	0.6	WFP Survey (2015)	
Tongo	0.8	WFP Survey (2015)	
Tsore	-		
Sherkole	-		
Pugnido I	0.5	WFP Survey (2015)	
Pugnido II	-		
Tierkedi	1.50	WFP Survey (2015)	
Kule	1.00	WFP Survey (2015)	
Leitchor	2.50	WFP Survey (2015)	
Okugo	-		
Nguenyiel	-		
Melkadida/Bokolmayo/Kobe/Hilaweyn/Buramino	1.90	WFP Survey (2015)	Birr 3 per 1.6kg

3.5 Livelihoods

Alternative income sources accessible to refugees are very much limited in all refugee camps. Nevertheless some refugees such as those in the Eritrean refugee camps are engaged in small business activities such as injera making, local beer/liquor production, running small restaurants, barbershops, hair dressing, tailoring etc. Other refugees raise livestock but access to grazing land is among the limiting factors. There are some encouraging initiatives such as those in Aysaita camp where 436 household refugees are involved in vegetable gardening in small plots around their homesteads, mat weaving, raising of small animals and other income generating activities. Some refugees in the Somali camps raise goats for meat and milk production.

However, the overall impact on livelihoods from such activities is minimal as the number of refugees involved in these undertakings vis-à-vis the total refugee population is quite small. Issues such as lack of access to agricultural land, inputs, animals, cash to start business, absence of small business management and technical skills, underdeveloped markets, lack of suitable raw materials and the like would have to be addressed systematically to improve the refugees' capacity to earn significant income from IGAs on a wide scale.

A mission to evaluate the performance WFP's PRRO undertaken in early 2016 concluded that "livelihood efforts have proven to be far too limited to have any impact on refugee livelihoods. Interventions are implemented by NGOs largely on a camp-by-camp basis, and with no overarching direction or strategy from ARRA, UNHCR or WFP as to which IGAs can best reduce the vulnerability of refugee households and provide desperately needed cash. Overall, the expansion of livelihoods programming is essential to the increased self-reliance and dignity of refugees. However, financial support and the scale of interventions are far below levels required for any significant impact on the refugee population. Current efforts would need to be scaled significantly for refugees to attain any degree of self-reliance"¹⁰.

¹⁰ Ethiopia PRRO 200700 Evaluation Report, WFP Rome, June 2016

Despite the constraints on implementing livelihood activities in refugee camps, well designed, funded, and coordinated activities remain an important instrument for reducing the near total dependency of refugees on WFP food rations for their survival. In this regard, recent developments on scaling up assistance to refugees such as the US Government's Conference with Heads of Governments in September 2016 and the World Bank's recent announcement to provide USD 100 million¹¹ to assist primarily host communities around the refugee camps as well as the refugees in the country is hoped could go a long way to improving the lives of refugees.

3.6 Health

Primary health care services are available in all refugee camps including curative, promotive and preventive care. Referral systems are established to secondary health facilities in all regions. Secondary data review showed that mortality rates in children under 5 and among the general population are 0.2/1,000 refugees/ month and thus within acceptable range. Interruptions in health service provision due to shortage of health personnel and deployment of health staffs on monthly food/cash distribution tasks was reported as concern in Dolo and Assosa camps. Shortage of essential drugs was reported in the majority of camps visited by the JAM teams. The supply of essential drugs from international procurement by UNHCR was rarely in line with the requirements of the camps. On top of this, most of the essential drugs arrive at the camps with very short shelf life or in some cases the drugs might have expired. This may have contributed to the low level of satisfaction in the primary health care services expressed by refugees to the JAM teams in a number of camps. Many refugees complain of incurring additional costs which their subsistence allowances do not cover when they are referred to higher medical institutions elsewhere.

Most camps have only ambulance for each camp that has been providing services since the opening of the camps. Owing to long term use, bad roads around the camps and failure to replace the old ones, refugees face great challenges when they are referred to higher level medical institutions. Most of the ambulances are in bad condition, especially those in Dolo Ado, Jigjiga and Assosa camps where the situation is at critical level.

Delayed medical attention for deliveries and emergencies was raised as concern in the Dolo Ado camps for Somali refugees. Increasingly declining curing rates/ relapsing/ readmission related to malnutrition of children were reported in the Dolo and Assosa camps.

The most common diseases in refugee camps are malaria, diarrhoea, respiratory tract infections, urinary tract infections, and skin diseases. Inadequate and irregular mosquito net provision was frequently raised as serious problems by refugees in many camps.

3.7 WASH

3.7.1 Water Supply

By the end of 2016, provision of water according to the standard of 20 litres per refugee per day was achieved in 17 out of 25 refugee camps (68%) according to UNHCR figures. While this is an impressive overall achievement, refugees in the Eritrean camps of Adi Harush Mai Aini, and Hitsats face serious shortage of water especially from April-June every year. During this period there are long queues (with queues forming starting at midnight in some camps as revealed during the recent JAM mission). The principal explanation for the low quantity of water distributed particularly during the dry season is poor ground water potential and few options for developing surface water sources. Aging and overused electro-mechanical equipment has also contributed to the inadequate supply of water in the Eritrean camps. There are no arrangements for giving priorities to most vulnerable persons such as pregnant women, disabled persons, and elderlies. The duration of the water distribution time is deemed to be short for Eritrean refugees.

¹¹ World Bank funds 100 million USD for refugee project in Ethiopia, Report from Government of Ethiopia Published 29 Dec 2016, Accessed from ReliefWeb.html 10 Jan 2017

Fetching and using water from open sources especially for washing is practiced in some of the Eritrean camps. Similarly, inadequate supply/lack of clean water was also cited as a serious issue in Tongo camp in Assosa area and in some of the Gambella area camps. In Tongo, the lack of reliable water source is related to shortage of funds for maintenance of the existing water systems at the camps. Increases in the prevalence of water-borne diseases in Tongo and other camps can be attributed to the use of contaminated water from the river by refugees who have difficulties accessing clean water source.

3.7.2 Sanitation

According to UNHCR figures, a total of 39,000 family latrines were functional and in use as of end of December 2016. Comparing this figure to the total number of households in all camps for the same period (about 155,000 if we consider only camp based refugees) and assuming that 2.5 households/families share one latrine, the required number of latrines comes to approximately 62,000. This extrapolation yields a latrine coverage rate of about 63% which is significant. In spite of the relatively high latrine coverage rate, there are several problems associated with latrine use which the JAM teams have identified in different camps.

According to UNHCR's standard practice de-sludging of full latrine pits should be taking place twice a year on average in My Ayni & Adi Harush (Eritrean camps), Awbarre & Sheder (Jijiga Somali camps) and Kule (Gambella). As for other camps with latrines, decommissioning and replacements should be undertaken when latrines are full. Notwithstanding this, defecation in open areas was reported in Adi Harush, Shimelba, Aysaita, Berhale, Tongo and Tsore refugee camps as a result of latrines being full or unusable for other reasons. Though defecation in open areas is common in Shimelba possibly for cultural reasons, for refugees in other camps it is not because of choice but of necessity.

The JAM team that visited Adi Harush camp has reported that no sites have been identified for disposing contents of pits that have filled-up. Broken latrine slabs or collapsed structures are not regularly maintained or replaced as observed by the JAM teams that were deployed to the Somali camps in the Dolo area and the Sudanese camps in Assosa (Tongo & Tsore) to mention a few. Available showers are not always functioning and there are no hand washing facilities close to the latrines. Poor sanitation and hygiene practices naturally contribute to diarrhoea and other avoidable communication diseases (Tsore camp for example).

3.8 Non Food Items (NFI)

Most of the refugees receive NFI when they arrive. However replacement or redistribution at regular intervals is rare. One of the issues most frequently raised by refugees during focused group discussions is complaints about the distribution of NFIs such as soap, targeted distribution of sanitary pads, clothes, blankets, plastic Jerry-cans for carrying water, plastic sheets for flooring or replacing worn out plastic tents, and cooking/kitchen utensils. The complaints relate to the frequency of distributions (long gaps between distributions) and the quality of some of the NFI. For instance refugees in Aysaita and the Dolo refugee camps expressed to the JAM teams that the last distribution for jerry cans took place more than 2 years ago. Refugees in the Eritrean refugee camps also reported that no replacement for worn-out utensils, jerry can, plastic sheet, and blankets have been provided for a very long time. Refugees in the Gambella and Assosa area camps also share this dissatisfaction regarding the distribution of NFI.

In Adi Harush , some refugees mentioned that NFIs were not distributed upon arrival to the camp. Most of the participants in the focused group discussions noted that they received the NFIs 3 years ago and most of the basic NFIs such as jerry cans, blanket and mosquitoes are either broken/less usable. This has led to theft of jerry cans when they are queuing for collecting water.

The JAM teams that travelled to the various camps have reconfirmed that one major reason for the selling of food rations is to buy NFI which are not replaced as quickly as needed by refugees. In particular the JAM team that was deployed to Tongo camp for Sudanese refugees in the Assosa area has highlighted the need for focusing future support to the timely provision of NFI in order to improve the food security of refugees in the camp.

Transparency in selection of beneficiaries during ad-hoc distribution of NFIs and at the start of livelihood activities in the Dolo camps has been brought up as an issue that calls for attention. Lack of clear communication on selection criteria and absence of refugee community participation in decision making have resulted in perception of favouritism amongst the community.

3.9 Logistics & Warehousing

Food delivery delays to the Dolo Ado refugee camps have been a longstanding challenge for WFP. The JAM team that visited these camps has flagged this issue noting that food delivery delays from 10-15 days were reported to the team by stakeholders. Similarly the JAM team to Tongo also noted that delay in food distribution was experienced in October due to the transport/logistic issues caused by security problems at the time.

Trucks delivering food rations were reportedly arriving during weekends and after working hours in some camps creating inconvenience to ARRA warehouse personnel. While this complaint is voiced in many camps, the camps in Afar appear to be the most affected.

3.10 Energy

Degradation of the surrounding environment since the arrival of refugees has remained a serious problem for years. Refugees cut wood to construct shelter in some camps and to use wood as fuel in all camps. Even though UNHCR and partners have tried to address the issue of providing household energy for many years by providing fuel saving stove and including liquid fuel stoves such as kerosene and ethanol stoves and communal kitchens run by electricity, the problem has remained intractable. This is the one single problem faced by all refugees in all camps without exception.

Failure to provide refugees with optimal sources of energy (renewable and alternative energy sources) has forced some refugees such as those in the Eritrean refugee camps to spend unbearably high amounts of money (reportedly reaching up to Birr 500 per month for large households) for the purchase of fuel for cooking. Firewood collection is also an activity which brings refugees in direct conflict with the host communities as the two compete for this increasingly scarce resource. This has already raised major protection issue in all camps as refugees particularly women and children are exposed to harassment, assault and SGBV attacks when they venture for firewood collection.

3.11 Shelter

Provision of properly constructed shelters is another major challenge faced by agencies constructing shelters for refugees. Although the situation does vary from camp to camp, the shelters of South Sudanese refugees in the Gambella are in a relatively poor state as they are often dilapidated with leaking roofs, do not have doors, and have confined living spaces.

In contrast refugees in the Eritrean camps in Shire generally refugees do not have serious complaints related to shelter unlike refugees in other camps. The refugees have their own compound which they built through their own efforts. Most of the shelters are made of bricks and roofed with corrugated iron sheet and refugees are comfortable with their shelters. However, the houses are sometimes at risk of having their roofs blown away by strong wind.

Shelter materials used for emergency type shelters (plastic tents) are not appropriate for the harsh environment that refugees live in. The plastic covered shelters are very hot and often cannot withstand the heavy winds in the Somali and Afar refugee camps. Refugees who have not yet been moved from emergency to transitional shelters live in difficult circumstances. Rodent infestations are quite common in refugee shelters and are the main causes for food spoilage.

3.12. Complaint feedback mechanism

Though there are joint complaint hearing desks in most of the refugee camps, refugees do not regularly get feedback concerning their complaints. Besides, there are no alternate ways or mechanisms for the refugees to report sensitive and confidential issues. Thus, this JAM recommends joint review of the existing complaint feed- back mechanisms so as to identify gaps and establish appropriate and responsive complaint hearing and feedback mechanisms in the refugee camps.

3.13 Coordination /Partnership

Interagency coordination among agencies and stake holders involved in assistance to refugees living in camps tends to be strongest during the emergency phase of new arrivals and declines slowly once the new arrivals become more or less settled. This has been witnessed in many camps time and again.

Timely and efficient coordination at camp level is getting poorer as reported by the JAM team to Assayita. One of the reasons forwarded for this is the absence of representatives from some agencies sometimes lasting for over a year. The need for joint food basket monitoring and sharing of reports was also raised by some JAM teams.

Monthly pre and post distribution meeting in camps do take place but there is limited follow-up on agreed action points. While the main coordination structures such as monthly meetings are still in place, they are not always well attended. The need for proper coordination and exchange of information remains as strong as ever both at the country offices and camps level.

4. Conclusions, Key Issues, and Recommendations

These days there is plenty of secondary data from surveys, assessments and evaluations on the refugee assistance programme in Ethiopia. This JAM like others before it tries to complement this knowledge through direct and personal observations to give context to the existing data and to flag new issues that may require agencies to take quick remedial actions. While a few recommendations from previous JAMs have been acted upon, many others have not been addressed. This is quite often due to shortage of funding to implement the recommendations. However, even when the agreed actions based on JAM recommendations required little or no additional funding, measures were not taken for the simple reason of lack of active follow-up or lack of timely coordination on the part of agencies. As per the global MoU between WFP and UNHCR, JAM recommendations are the basis for drawing up Joint Action Plans for the years 2017-2018.

The recommendations from JAM 2016 are presented below along thematic lines.

Theme	Issues Raised by the JAM	Recommendations	Affected Locations
Food Assistance	1. Refugees are still heavily dependent on monthly food ration (food or cash)	1. Continue food assistance but also exert greater efforts to identify & implement livelihood/income generating activities to help refugees earn additional income [All partners]	All camps
	2. Inadequacy of ration especially for single heads (monthly food gap 15-20 days in some cases)	- Include single households in IGAs priority list [All partners] - Review rations for unaccompanied/ separated children in Gambella and other locations with significant numbers - Provide full ration for single households even if there are ration cuts	All camps
	3. Most of the refugees are not happy with composition of food ration esp. cereal [Sorghum] resulting in sale of up to 50% of cereals in some camps	3. Continue dialogue with in-kind donor to substitute red sorghum for other type of cereal to the extent possible [WFP]	All camps
	4. Some of the commodities such as sugar and super cereal are missing for several months	4. Joint advocacy to ensure appropriate funding is available minimize pipeline breaks and resolve ration cuts [WFP & UNHCR]	All camps
Cash Distribution	1. Where cash distribution has been introduced, refugees have expressed their appreciation of the	1. Cash distribution should be expanded to camps where grain markets are well developed and following consultations with the refugees in the camp	Camps where cash has not been introduced yet

	flexibility provided by this intervention		
	2. Refugees in Kebribeyah camp have expressed their strong desire to see cash distribution introduced in their camp	2. Kebribeyah missed out on the introduction of cash distribution when cash was introduced in the other Jijiga camps (Sheder & Aw Barre) primarily because of the uncertainty on the future fate of Kebribeyah as a sustainable refugee camp. Since this decision might not come anytime soon, the issue of introducing cash in Kebribeyah should be revisited and a decision made soon. [ARRA/UNHCR/WFP]	Kebribeyah
	3. Refugees in Tsore have indicated their lack of interest for cash distribution	2. A careful & detailed assessment including the genuine wishes of all refugees should be undertaken before cash distribution is introduced in this camp and others where cash is not introduced yet	Tsore
Food Distribution	1. Lack of standardized scooping materials & perception of dishonest weighing	-Provision of standardized scooping materials; install ration notice boards where they do not exist & update the information where boards do exist -Joint food basket monitoring, if the gap is significant it has to be brought back to the attention of distributors and the food committee.	All camps
	2. Absence of weighing scales at the distribution sites to verify accuracy of weighing scales	Provide weighing scales placed at easily accessible locations for use by refugees	All camps
	3. Moving food rations from distribution sites to refugee shelters is challenging to many refugees	-Promote using wheelbarrows or donkey carts as IGA's in camps where these activities are not common -Increase distribution centres where refugee population are very big	Camps where wheelbarrows/donkey carts are uncommon
Nutrition	1. Lack of complementary foods like milk, meat, condiments, spices, etc	-Explore possibility of starting fresh food voucher interventions [UNHCR]	All camps
	2. appropriate infant and young child feeding practices such as exclusive breastfeeding not fully practiced; targets and non-targets sharing nutritious	-Review the ongoing fresh food voucher in Gambella - consider unconditional cash allowance to households with under-two children for purchasing complementary foods	All camps

	products; poor IYCF practices such as giving water & sugar to new-borns	-develop and implement an IYCF strategy based on IYCF framework where all nutrition sensitive sectors support IYCF and child care [All partners]	
	3.Camps with GAM rates exceeding 15%	-Continue with provision of supplementary and therapeutic foods to stabilize the nutritional conditions of vulnerable groups [All partners] - continue BSFP to 6-59 months children where GAM is >15% -Review the impact of wet feeding to children aged 3-5 years in Dollo for possible expansion to other camps	Affected Dolo Ado & Gambella area camps
Biometrics	1.Rolling out biometrics in camps where it has not been introduced 2.Defective finger print checking in Aysaita camp	1.Implement biometrics in the remaining camps [WFP/UNHCR/ARRA] 2.Take urgent action to rectify defective finger print checking in Aysaita [WFP/UNHCR/ARRA] - Ensure that monthly food allocation is in line with biometrics results	Affected camps Aysaita
School Feeding & Education	1.Low girls enrolment relative to boys	-Enhanced awareness raising of the right to education [All partners] -Consider take home ration for girls attending 80% and more school days a month	All camps
	2.Inadequate water, latrine & cooking facilities in camps with school feeding	Prioritize the most affected camps & improve these facilities [All partners]	Camps with school feeding
	3.Some school children do not like the taste of the porridge of CSB+ with sugar	Consult stakeholders for improving palatability of porridge [All partners]	Camps with school feeding
Livelihoods & Self -help	-Lack of country and region specific livelihood strategy -Lack of start- up capital and kits and access to loans from micro-finance institutions after completion of training.	-Develop country and region specific livelihood strategy (UNHCR, WFP, ARRA) and ensure coordinated approach among partners -Ensure that this is part of projects before starting training [All partners]	All camps

	2.Lack of jobs for graduates of vocational training; limited skill and managerial capacity to promote various businesses	Coordinated approach among partners to ensure that vocational skills and training should focus on providing marketable skills that equip the trainees with the skills and knowledge to run micro businesses.[IPs]	All camps
	3.Limited access to land for refugees to farm or raise livestock	Continue to advocate for refugees to access small plots of land for farming and grazing of animals in empty areas adjacent to refugee camps with the consent of the local community [All partners]	All camps
	4. Limited job opportunities	Support implementation of pledges (UNHCR, ARRA, donors)	
Health	1. Shortage of essential drugs	Supply chain needs to be reviewed and actions taken to solve bottlenecks [UNHCR]	All camps
	2.Perceived poor quality of health services and delays in obtaining care	Implement regular quality assessment of health centres [UNHCR, ARRA]	Dolo Ado camps; Shire camps
	3. Limited laboratory and ambulance services	Review concerns expressed on laboratory service & ambulance availability [UNHCR/ARRA/Partners]	Laboratory Shire camps; ambulance all camps
	4.Interrupted health service provision due to assignment of health personnel for food distribution duties and recruitment delays	Review and minimize assignment of health staff for food distribution and expedite recruitment of food distribution staff [UNHCR ARRA]	All camps
WASH	Severe water shortage in the case of some camps leading to, collection of untreated water from unclean sources.	Optimise water schemes to ensure provision of 20l ppd [UNHCR & WASH partners]	Tongo, Adi Harush, Mai aini, Hitsats
	Inadequate latrines results in open defecation and increased diarrhoeal diseases	-Ensure that overfilled latrines are properly covered and new ones are constructed according to the standard households to latrine ratios -.Increase number of latrines [UNHCR, & WASH partners]	Affected camps
NFI	Irregularity of NFI distribution leading to sale of food rations has been re-confirmed as one of the major contributing factors to the food insecurity of refugees	-Consider cash based intervention to ensure regular supply of NFIs (soap, kitchen utensils, jerry cans, blankets & plastic sheets) at regular intervals [UNHCR] -Ensure regular replacement of NFIs in areas where cash is not feasible	All camps

Milling	Providing grain milling services at reasonable cost to the satisfaction of refugees has remained an intractable problem for partners	-Encourage more private businessmen to set up mills in or close to camps so that refugees can get efficient services without travelling long distances and at competitive prices [ARRA] - Provide milling allowance in cash depending on the local market rate - For existing communal mills: develop business plan to ensure sustainability of mills, to be supported by livelihood strategy	All camps
Logistics	Delivery of food to camp outside working hours	Coordinate arrival of trucks to reach camps during normal working hours	Aysaita
Energy	Lack of household energy leads to sell of food rations, collection of fire wood and consequently impacting on child care practises, protection and host community relations	1. Provide household energy (ethanol) at regular interval [UNHCR] 2. Speed up linking of camps with national power grid [UNHCR/ARRA] 3. Promote communal kitchen [UNHCR/ARRA/Partners] 4. Complete study at alternative household energy and implement findings. [UNHCR/ARRA/Partners]	All camps All camps Shimelba, Hitsats, Awbarre All camps
Shelter	Many refugees still living in emergency shelters have yet to move to transitional shelters; shelter materials in emergency type not appropriate for weather conditions in the camps	1. Replace emergency shelters with transitional shelter 2. Complete and implement shelter strategy with all partners [UNHCR & IPs]	Aysaita, Gambella, Dolo Ado
	Poor shelter and storage condition contributing to rodent infestation	Improve shelters and storage and environmental sanitation management [UNHCR & IPs]	All camps
Coordination & Partnership	1. Monthly pre/ post distribution meetings in some camps not attended for long periods of time	Stronger UNHCR presence recommended	Aysaita
	2. Monthly coordination meetings take place but there is limited follow up on action points	Strengthen follow up on action points	All camps

Protection	- Complaint/ feedback mechanisms not fully functional	- Ensure complaint and feedback mechanism is functional in each camp	All camps
	- unaccompanied minors face challenges in education due to the need to go home and prepare food (Assosa)	- Engage NGOs to replicate support programmes for unaccompanied minors as in Adi Harush	Assosa
	- 50% in Gambella face safety concerns during food distribution (theft, overcrowding...)	- Investigate reason for insecurity in Gambella and develop appropriate action	Gambella
	- SGBV risks during fire wood collection and going to far away markets	- Provide domestic fuel to reduce SGBV risks	All camps
	-Person with specific needs (disabled, elderly) face difficult to access food distribution and markets	- Priorities persons with specific needs at the food distribution points	All camps

Annex I: ToR for JAM 2016 **Purpose of the JAM**

To understand the situation, needs, risks, capacities and vulnerabilities of the refugees with regard to their food security and nutrition, and provide recommendations for specific objectives and input for a strategic plan for food security and nutrition for the next 24 months.

Objectives

I) Assess the food security situation of the South Sudanese, Sudanese, Somali and Eritrean refugees living inside and outside the camps (access, availability and utilisation of food), and identify main causes of food and nutrition insecurity.

Food Security

1. Assess food availability, in particular:
 - Food availability on refugee household level; and
 - Food availability in the areas hosting refugees, affecting both refugees and host communities.
2. Assess household access to food, in particular:
 - Refugees' current livelihood practices, including access to income and food security-related assistance, and any factors inhibiting these;
 - Coping mechanisms, including of refugees awaiting registration;
 - Highlight any gaps in the food security related assistance; and
 - Identify potential protection risks associated with various means to access to food and coping mechanisms; and
3. Assess food and cash utilisation, including:
 - Sharing practices within the household and the community;
 - Hygiene, storage and preparation of food; and
 - Any factors inhibiting optimal use of food.
4. Assess the public health situation, with particular reference to the impact on nutrition and food security;
5. Review the water and sanitation situation and access to WASH facilities, with particular reference to the impact on nutrition and food security;
6. Review the current transfer modalities to recommend more appropriate one;
7. Review the nutritional situation of refugees; and
8. Describe the prospects for durable solutions and the probable scenarios for the next 12 months.

Protection

1. Assess factors that inhibit the receipt of entitlements by entitled vulnerable/at risk individuals, and their impact on food security and nutrition;
2. Review the current arrangements for registration/revalidation of refugee documents providing access to food assistance such as ration cards and ID cards;
3. Assess current mechanisms for refugee participation in camp coordination and activities, including collective kitchens, and provide recommendations on how these can be strengthened to achieve better food security and nutrition outcomes; and

4. Review relations between host and refugee community with regard to food security.

II) Review the on-going food assistance operations and provision of related complementary assistance and services by WFP, UNHCR, ARRA and their partners, identifying good practices, principle constraints, lessons learned and areas for improvement.

1. Compliance with WFP/UNHCR MoU, policies rules and procedures including transparency, standards and gender;
2. Review progress on food-related recommendations from previous Joint Rapid Needs Assessment 2014;
3. Review of programme monitoring systems being undertaken jointly by WFP, UNHCR and ARRA including collection, analysis, reporting and use of data;
4. Examination of implementation tracking through analysis of distribution reports and WFP/UNHCR monthly monitoring reports to determine possible gaps/shortfalls in the management of the programmes;
5. Assess the actual food needs and appropriateness of on-going food assistance;
6. If continued assistance is recommended, advise on the most appropriate modality of WFP assistance for the next PRRO and other complementary food assistance in the camps, including:
 - Duration of the assistance programme;
 - Basic food basket;
 - Food/resource needs;
 - Means of distribution (food, vouchers, cash and/or combination);
 - Specific needs of vulnerable groups;
 - Post distribution and on-site monitoring; and
 - Effective and transparent food distribution in the camps.
7. With reference to the school feeding, review the need and determine related food and non-food items needs for the period of the next funding cycle;
8. Review the coordination strategy and mechanisms related to food assistance;
9. Provide an analysis of cost effectiveness of current and proposed food assistance interventions; and
10. Assess the distribution chain of the current food assistance systems (cash and in-kind aid), including: logistical aspects of the current food assistance systems, including timeliness and regularity of distribution, monitoring system (food basket and post distribution monitoring), losses, and possibilities to reduce constraints and increase efficiency.

III) Assess the potential for targeted food assistance and associated risks, and identify potential target groups and criteria.

1. Assess the possible requirements to start providing targeted assistance based on legal status (UNHCR registered, awaiting UNHCR registration, unregistered by UNHCR), the vulnerability and state of food security of the refugees;

Explore possibilities to expand positive coping mechanisms and other options to enhance self-reliance.

Annex II: List of JAM 2016 Participants

No.	Name of Participant	Organization
1	Sandra Harlass	UNHCR
2	Dorthy Gazarwa	UNHCR
3	Dr. Dejene Kebede	UNHCR
5	Betel Getachew	UNHCR
6	Dr. Deibe Gurmu	UNHCR
7	Yohannes Desta	WFP
8	Mesfin Gose	WFP
9	Tariku Alemu	WFP
10	Fragrance Manyala	WFP
11	Hussien Awol	WFP
12	Haimanot Kebede	WFP
13	Girmay G/Michael	WFP
14	Dr. Goitom Ademnur	ARRA
15	Hana Assefa	ARRA
16	Suleiman	ARRA
17	Fitsum Aragawi	USAID
Dollo Refugee Operation	Fathi Muhumed	UNHCR
	Belachew Adugna	IMC
	Binyam Tefera	IMC
	Abdullahi Adow	SCI
	Abas Ali Du'ale	SCI
	Muluken Ashegrie	UNHCR
	David Njoroge	UNHCR
	Omer	UNHCR
	Amir Sharif	WFP
	Abdiwali	CPDA
	Mekonin	REST
	Zewdu Mersha	MSF
	Aden Hussein	World Vision
	Hiwot	ARRA
	Berihun Dergie	ARRA
	Dr. Mesfin	ARRA
	Abiyi	ARRA
Dr. Musa	ARRA	

Annex III: Map of Refugee Camps in Ethiopia

ETHIOPIA

Refugees and Asylum-seekers

as of 31 December 2016

