

Project Country	Mozambique PRRO 10577.0
Title:	Food assistance to Food Insecure Refugees in Marratane Camp in Northern Mozambique
Duration:	22 months, 1 March 2007 – 31 December 2008
Number of beneficiaries:	4,800
WFP food tonnage:	1,148 mt
WFP food cost:	\$ 319,600
Total cost to WFP:	\$ 659,513

EXECUTIVE SUMMARY

This PRRO aims to provide food support to refugees in the Marratane camp in Nampula province in Northern Mozambique. Marratane camp was established and designated as the only refugee camp in Mozambique. The camp population is approx 5,020 and it includes recognized refugees, asylum seekers and new arrivals. Of the 12 nationalities present in the camp, 77% are Congolese, 8% are Rwandese, and 14% are Burundians and others 1%. Women represent 45 % of the camp population.

UNHCR plans to implement an accelerated programme of repatriation, self reliance and local integration, with an eventual scale down of its refugee operation in Mozambique by end of 2008. The Government of Mozambique facilitates both self reliance and integration because it accords freedom of movement and naturalization for refugees.

In view of the above plan, joint assessments, including a Joint Assessment Mission (JAM), were conducted in April- July 2006, to assess the adequacy of food security and livelihood strategies for refugees living in Marratane camp. The JAM concluded that opportunities exist for self-reliance in and around the camp. The report further recommended that, given that refugees have some access to food and income, the level of food assistance should be reviewed.

For a smooth and successful phase out of its assistance programme, UNHCR assessed the capacity of its implementing partners working in different sectors and has since redesigned the current programme to better support the self reliance strategy. A key recommendation was to overhaul the food supply chain and assistance strategy so as not to undermine the self reliance efforts.

Following the assessments, UNHCR requested WFP to take the lead in the food assistance activities. To facilitate the hand over, UNHCR provided to WFP the amount of USD111, 000 to manage the food distribution from October 2006 to February 2007. Hereafter WFP will take over the food assistance programme through its own resource channels.

Currently, WFP does not have a formal policy to provide support to refugee populations of less than 5,000 people. However, following a special agreement at corporate level between the two organizations and the special request made by UNHCR Mozambique, WFP will, through this PRRO, accept the responsibility to provide food assistance until the end of 2008.

The food assistance, consisting of targeted food distributions and selective feeding, will complement the implementation of a self reliance programme implemented by UNHCR and the National Institute for Refugee Assistance (INAR) and partner NGOs. The programme aims to provide refugees with skills, tools, funds (credit) and opportunities to engage in farming activities as well as other economic livelihood alternatives. Although the refugees have access to complementary sources of income, many of them are still considered in need of external food assistance until the redesigned self reliance structures begin to yield results. This project addresses WFP Strategic Objectives 2 and 3 –“Protect livelihoods in crisis situations and enhance resilience to shocks” and to “support the improved nutrition and health status of children, mothers and other vulnerable people”.

Food assistance will gradually phase out as the number of refugees becoming self reliant increases according to graduation criteria. A tripartite agreement between UNHCR, INAR and WFP will be established at the start of the operation to support and facilitate the phase out of assistance programmes in conjunction with greater self reliance of the refugees. By the end of 2008 the support to a small group of vulnerable refugees, who will remain dependent on external assistance, will be handed over to the Government authorities.

1. SITUATION ANALYSIS AND SCENARIO

The overall context

1. Civil unrest in Democratic Republic of Congo (DRC), Burundi, Rwanda, Somalia, Sudan and Angola, led to influxes of refugees, some of whom have been provided with asylum in Mozambique since 1993. The peak of refugee movements into Mozambique was reached in 1998 when nearly 2,000 refugees arrived in Maputo province where for the first time in the country two refugee camps were set up. Many refugees have since voluntarily returned to Rwanda, Burundi and DRC. However, due to the volatile situation in the Great Lakes, the influx of refugees into Mozambique has been steadily rising since 2003.
2. In 2003, the Government of Mozambique decreed that all asylum seekers and refugees be settled in Marratane camp, with the exception of some 1,700 individuals authorized to remain in Maputo. The encampment restriction was imposed as a result of problems faced in previous years with refugees from other camps in the region who were using the camps located in Maputo town as transit centers on their way to South Africa. Nevertheless, the Government policy remained flexible in that, should any refugee wish to leave the camp permanently, they can do so provided that they demonstrate to be self sufficient.
3. UNHCR and Government of Mozambique define self reliance: *“as whereby an individual helped adequately relies on one’s free independence and autonomy without expecting external help”*. Local integration is defined as: *“A situation where refugees are assimilated into the community and are able to lead a normal life”* (JAM 2006).
4. The minimum wages in Mozambique are at about USD \$60 per month. UNHCR has adopted this level of income (from various self reliance activities) as a criterion to phase out refugees from the food assistance programme (JAM 2006).
5. The Government policy towards refugees is to allow freedom of movement and local integration. Refugees are allowed to work and have opportunities to locally integrate where they choose to in Mozambique.
6. In December 2006, 5,020 refugees and asylum seekers were living in the camp, being 77% Congolese, 8% Rwandese, 14% Burundians and others 1%. In Marratane, 45 per cent of the refugee population is female. A large number of the residents of Marratane are asylum seekers, without confirmed refugee status. As many of them are ‘second time movers’ (arrived from another refugee/asylum location) and as the level of acceptance by the Mozambique Government is reducing, many of these people will eventually be repatriated to their home country.
7. UNHCR foresees local integration, voluntary repatriation and resettlement as three possible durable solutions available for refugees in Marratane camp. Continuing instability in DRC and Burundi, where a combined 91% of the encamped refugees come from, challenges their return. Until conditions are conducive for large scale repatriation, realistic durable solutions seem to be limited to local integration and resettlement. Voluntary repatriation of Angolans and Rwandans is planned to be carried out in 2006-2007.

The food security and nutrition situation

8. Marratane camp is situated in a fertile area of Mozambique, often considered the bread basket of the country, which is not normally prone to drought, floods and/or cyclones. Thus, agricultural production opportunities exist.

9. In April 2006, WFP and UNHCR conducted a joint assessment mission, which included the assessment of the food and nutrition security situation of the refugee and host population. The review highlighted livelihood sources, asset ownership and coping strategies. Below are some summarized highlights from the report.

Livelihood sources

10. Livelihood opportunities for the refugees are largely associated with the receipt and barter of food assistance. The JAM noted that though agricultural potential exists, land allocation and input supply are not systematic; hence agriculture has been a limited economic income source. Credit schemes and vocational skills training are provided to encourage self reliance and to complement agricultural opportunities, facilitated by the NGO partners in the camp. As no land allocation system exists, refugees often rent land from host communities outside the camp area with no guarantee of cultivating the same land the following year. Rwandese and Burundian refugees are most likely to engage and introduce new farming techniques that benefit both refugees and local communities (JAM 2006).
11. At the end of 2006, the number of refugees that became self reliant remained small with a limited number of refugee families being able to sustain themselves from independent livelihood opportunities. Food assistance as a livelihood source accounted for 17-42 % among refugees, cash crop sales 12-21% and trading 13-29%.

Nutritional status

12. A nutritional survey was conducted in November 2005, considering the refugee and the Mozambican population from some surrounding villages. However, the JAM indicated that some methodological aspects limit the interpretation of the findings and thus cannot provide an accurate insight in the existence of malnutrition in the camp. The nutritional status of children under five years of age is not monitored on a regular basis. Although detailed information is lacking, the nutritional status of the children in the camp is not expected to be worse nor better than that in the surrounding population. Thus, levels of 3-4% wasting are considered a realistic estimate.

Asset ownership

13. The survey indicated that 73% of the refugees are 'asset poor'. Although several are supposed to be involved in farming, only 21% of the sample even owned a hoe. In contrast, the host community is much better off in terms of asset ownership (40% are asset poor). The most commonly owned items were those related to farming (axe, panga, and hoe), food preparation (mortar), transportation (bicycle) and communication (radio).

Coping Strategies Index (CSI)

14. When compared to the results from the March 2006 Community and Household Surveillance (CHS) system, the mean coping strategies index (measure of frequency and severity of coping strategies used when there is food shortage), the refugees and host community are doing better than other WFP beneficiaries and non-beneficiaries in Mozambique. This is most likely due to the regular supply of food and services upon which the refugees can rely, as well as the favorable agricultural conditions.

Scenarios

15. The proposed food assistance programme is based on continuing resettlement, repatriation and improved self reliance and settlement opportunities for the refugees within the same geographical area. Six percent of the refugees are already engaged in income generation activities and UNHCR intends to expand its programme for self reliance, with a view to promoting local integration and subsequent phase out from food assistance in Marratane in 2008.
16. The success of the food assistance reduction strategy is based on the premise that;

- the proposed UNHCR/INAR programme of accelerated self reliance/ local integration, with ongoing repatriation and resettlement, is viable and phase out feasible by end of 2008;
 - WFP will assume the food distribution, management and monitoring, offering its comparative advantage in food assistance in support of this exit strategy, while UNHCR uses the complementary resources to enhance self reliance (agriculture, trade, entrepreneurship financing);
 - at the end of 2008, there will be a joint UNHCR/WFP handover of any residual caseload estimated at 1,000 refugees to the Government of Mozambique.
17. However, there are a number of minimum critical elements that must be implemented to realistically phase out in 2008:
- Several inputs required from other players, such as specialized agencies and line ministries, especially in sectors of agriculture, food, health, education and micro financing facilities to support entrepreneurship initiatives, must be assured at the start of the partnership.
 - A negotiated written agreement with Government to take over any residual caseload at the end of 2008 must be put in place.
18. Prior to the start of food assistance activities under this PRRO, a tripartite MOU will be signed between UNHCR, INAR and WFP to outline the roles and responsibilities of all parties and the basic principles of the food assistance programme. The above critical elements will be reflected in the MOU, thus formalizing the commitments to the self reliance programme and the associated food assistance reduction.

2. POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the government

19. The Ministry of Foreign Affairs (MINEC) is responsible for the overall coordination of the refugee programme in Mozambique. Through the National Institute for Refugee Assistance (Instituto Nacional de Apoio aos Refugiados or INAR), and in close collaboration with UNHCR, MINEC organizes the reception, assistance and 'refugee status' determination. INAR has a delegation on site in Marratane camp, which closely liaises with INAR and MINEC offices in Maputo.
20. The Government policy towards refugees, according to Act 21/91, is to allow freedom of movement and local integration and naturalization. In 2003, the GoM mandated that all refugees should be encamped, with the exception of the refugees authorized to stay in Maputo. The policy is flexible in that any refugee can leave the camp if they can demonstrate that they are able to live without assistance provided by either INAR and/or UNHCR. Successful applicants are allowed to settle anywhere except in Maputo. The Mozambique refugee law is unique in this respect when compared to its neighboring countries. However as much as all asylum seekers and refugees are allowed to work and have the opportunity to locally integrate anywhere they choose to in Mozambique, it is clear that the priority of government is for those persons of concern to return to their countries of origin when conditions are conducive.

Policies, capacities and action of other major actors

UNHCR

21. UNHCR works closely with the Government of Mozambique in the protection of refugees and asylum seekers, including registration, status verification and care and maintenance. In Marratane

camp, UNHCR is the main interlocutor with INAR and other government authorities regarding protection, security and other refugee affairs.

22. UNHCR and INAR pursue, in collaboration with NGO partners, the implementation of a self reliance programme to which they provide funding and other material and technical resources. This programme aims to graduate the refugees out of free assistance towards greater independent livelihoods. In December 2006 a draft self reliance strategy was developed by UNHCR for further elaboration with INAR and partners.

Sector programme partners

23. **The Ministry of Health** (MISAU) is responsible for running the clinic in Marratane, and administrating medically referred refugees to larger hospitals. More than 50% of the persons attending the clinic are Mozambicans from surrounding villages. MOH is also responsible for most of the procurement of medical equipment and drugs.
24. **World Vision** is responsible for implementing education sector programs and all community services under a project called *Fusion*. This programme includes educational activities, care for orphaned and vulnerable children including unaccompanied minors, sensitisation about sexual and gender based violence (SGBV) and promotion of sporting activities.
25. **World Relief International** is responsible for
Administering income-generating activities and supporting agricultural production.
 - Implementing a micro credit scheme in the camp
 - Running vocational training activities in the camp and facilitating refugees to attend vocational training institutions in Nampula.
 - Assisting refugees to identify and obtain employment outside the camp.
 - Implementing forestry activities.
26. **UNICEF** has in late 2006 entered into partnership with UNHCR to promote protection activities for refugee children. Discussions have also taken place between WFP and UNICEF regarding technical support to nutrition rehabilitation activities in the camp (in partnership with MISAU).

Coordination

27. INAR is responsible for the coordination of refugee affairs in general in Mozambique. More specifically their tasks consist of:
 - Conducting and updating registration of asylum seekers and people of concern in liaison with UNHCR.
 - Ensuring that security is provided to refugees in the camp and prevent/respond to incidents of violence and cases of SGBV.
 - Transporting newly arriving asylum seekers from Nampula city to the camp.
 - Assisting UNHCR to lobby with government to review the refugee legislation in Mozambique.
 - Managing the refugee camp in Marratane.
28. Local camp coordination structures exist between refugees and service providers. INAR and UNHCR hold monthly coordination meetings to discuss operational issues with all cooperating partners. There is a camp committee elected on annual basis by refugees. The camp committee meets with INAR, UNHCR and cooperating partners biweekly.

3. OBJECTIVES OF WFP ASSISTANCE

29. Within the overall objective of contributing to the care and maintenance of refugees, WFP seeks to
 - Ensure household food security among the refugee population;
 - Safeguard the nutritional well being of the refugees with particular attention to children, pregnant and lactating women and the chronically ill;
 - Successful phase out of the food assistance program in conjunction with UNHCR/INAR self reliance programme.
30. WFP will seek to closely link food assistance programming to activities undertaken to encourage improved livelihood opportunities and associated self reliance, thus supporting both short term and longer term food and nutrition security among the target population.

4. WFP RESPONSE STRATEGY

Nature and effectiveness of food-security related assistance to date

31. Prior to the request for WFP to provide food assistance, refugees received food from UNHCR under its Care and Maintenance Assistance Programme. UNHCR also provides funding to NGOs who implement a variety of short and long term livelihood opportunities in the refugee camp. Food assistance was, until the end of 2006, implemented by SC-US.
32. Between March and May 2006, UNHCR undertook to assess the capacity of partners working in different sectors mainly agriculture, micro finance, community services/education, and health and food assistance. As a result, the current program has been redesigned to improve the prospects for self reliance.
33. One of the key recommendations in the capacity assessment was an urgent need to revise the food assistance strategy. It was acknowledged that the food assistance system as operated by the involved partners is not conducive to support the self reliance/local integration effort. Three critical shortcomings were identified:
 - a) Strategically, since food assistance was not targeted, it undermined self reliance efforts. Refugees perceived food as a source of income rather and opted not to engage in income generating activities such as agriculture.
 - b) Operationally, the management of the food supply chain by UNHCR and its partners was ineffective from procurement to distribution with a number of challenges identified that amounted to inefficient use of resources.
 - c) Currently, no consistent food assistance as well as self reliance monitoring systems exist.
34. Food assistance and especially its targeting, management and monitoring are deemed a very crucial aspect in support of the integration process. To this effect, UNHCR has requested WFP to take lead in the food assistance.
35. A Joint Assessment Mission (JAM) conducted by WFP and UNHCR in Marratane camp in April 2006, recommended a review of the caseload and the food basket. A registration exercise was carried out and the level of food assistance was reviewed given that some refugees have access to food and income. The most vulnerable among refugees are to be provided with food assistance through targeted distribution. The standard ration scale and food basket of the vulnerable group

feeding programme in Mozambique were proposed to be adopted. The introduction of selective feeding was suggested for malnourished, pregnant and lactating women and the chronically ill.

36. WFP has since October 2006 taken over the food assistance to Marratane camp, using resources made available by UNHCR. This special agreement will last until the end of February 2007, at which time this new 2 year PRRO programme is anticipated to begin. Apart from some challenges in starting up the local purchase of commodities and the initial interactions with the refugees regarding the change in rations, WFP has established itself as a credible partner of those already active in this refugee setting. As the focus has been largely on getting the mechanics of distributions in place, programmatic approaches as related to inter linkages with the self reliance strategy are yet to be further developed.

Strategy outline

37. Within the refugee population, food aid has been playing a crucial role in meeting the basic food needs of the refugees and preventing food insecurity and malnutrition. Food assistance remains the important source of food for the refugees.
38. Food assistance will play an important role in assisting refugees making the gradual transition to food self-sufficiency where accessibility to income generating activities and farmland is granted.
39. WFP will provide food rations to refugees identified to be in need of external food assistance. To this extent WFP will work closely with UNHCR, the NGOs that are present in the camp, as well as with INAR and the local refugee leaders to routinely update the food assistance registers.
40. Considering the access of most refugee households to alternative coping strategies, WFP will provide a partial food basket, making a critical contribution to the daily food requirements avoiding the creation of dependency and discouraging self reliance.
41. WFP will in consultation with involved NGO partners, INAR and MISAU, introduce the provision of supplementary and/or complementary food rations for support to malnourished and otherwise physically vulnerable people and/or socially disadvantaged groups.
42. WFP will seek to encourage women's participation in the food assistance coordination mechanisms, including entitlement verification and determination of needs for the complementary food assistance of socially disadvantaged individuals and households.

Exit strategy

43. At the end of 2006, two phase-out strategies are considered in light of greater impact on and compatibility with the self reliance programme. The strategy to be employed (which could be a combination of the two) will be developed based on appraisal of socio-cultural perspectives on the SRP, economic viability of refugee households, physical abilities of vulnerable individuals etc. by the food assistance Cooperating Partner (CP) in collaboration with other stakeholders. The process will include participatory consultations with refugees and their leaders, recognizing particularly vulnerable groups and their needs for special support. The strategy will be developed during the first months of 2007 and added to the tripartite MOU to be signed between WFP, UNHCR and INAR at the start of the programme. The food assistance phase out strategy will be closely aligned with the self reliance strategy developed by UNHCR in early 2007.

1 - Reduction of beneficiary numbers

44. Refugee households, who gain sustainable employment and/or produce adequate amounts of food and cash crops (as per UNHCR self reliance criteria), will be gradually removed from the list. A strategy for the removal of refugee households from the food assistance entitlement may be

developed with all involved stakeholders, careful not to discourage self reliance by either oversupply of food assistance (continued duration of support) or the rapid termination thereof.

2 - Reduction of ration size

45. During the duration of the food assistance programme, food assistance will gradually be reduced in size responding to progressively greater opportunities for livelihood alternatives among the target population. Furthermore, it is believed that a gradual reduction of 'free assistance' may encourage refugees to engage in productive and economic activities to provide for themselves.
46. Such a ration reduction strategy will be accompanied by an appropriate safety net for vulnerable people/households who for various reasons may not be able to attain self reliance. Such individuals/households may be identified through social services and community targeting processes and provided with a complementary food basket. The complementary food assistance may also consider conditionality in terms of participation in certain activities and/or be made available to refugees who can prove their dependence on the food assistance.
47. It is anticipated that WFP food assistance will be phased out by the end of 2008, based on self reliance projections, repatriation and resettlement. A possible residual refugee caseload of some 1,000 refugees may continue to be supported by INAR through government sources, possibly by integration within local national social protection mechanisms.

5. BENEFICIARIES AND TARGETING

48. WFP will provide food assistance to all refugees registered in the food entitlement records, maintained by INAR and refugee leaders under the supervision and verification of the NGO implementing partner. Overall refugee registration is coordinated by INAR and will be verified annually.
49. Following the recommendation of the April 2006 JAM, all the refugees who have adequate access to alternative sources of food and income, will be phased out from food assistance. Only six per cent of encamped refugees are engaged in income generation activities. However they have not yet attained self reliance status and thus remain within the food assistance beneficiary group. Beneficiary selection during the 22-month PRRO duration will follow the advice from stakeholders involved in the self reliance programme as well as refugee leaders. This includes both the provision of the basic targeted food assistance as well as a possible complementary food basket to be introduced as a safety net (see para 46).

Table 1. Average beneficiary numbers by year

Year	Average monthly planning figures (taking into consideration gradual reduction of beneficiary numbers)		
	Male	Female	Total
Targeted food assistance			
<i>2007 opening number</i>	<i>2,640</i>	<i>2,160</i>	<i>4,800</i>
2007	2,200	1,800	4,000
2008	1,650	1,350	3,000
Supplementary feeding			
2007/2008	50	100	150

50. The April 2006 JAM recommended that special attention be given to the most vulnerable among the refugees due to their susceptibility to the changes in the food basket. A supplementary CSB ration will be made available to refugees in need of nutrition rehabilitation services following agreed upon protocols (national MISAU guidelines).
51. In late 2006, 4,800 people out of the total population of Marratane camp (5,020) were registered for food assistance. This number will be the opening caseload for this PRRO. The food assistance phase out strategy is not yet defined in detail. Thus, the above planning figures for the two PRRO years are estimates, based on the camp population as shown in Table 1.

6. NUTRITIONAL CONSIDERATIONS AND RATIONS

52. Until October 2006, UNHCR provided a food basket consisting of maize, beans, oil, sugar and salt. In early 2006, the previously provided vegetables, fish and tea were removed from the standard food basket and only still provided to identified vulnerable persons. WFP proposes to introduce a food basket which is consistent with its other food assistance activities to target groups considered extremely vulnerable due to their socio-economic and food security situation. This food basket differs somewhat from the UNHCR ration both in composition and size.
53. Both rations are presented in the table below (1) along with their nutritional value. The WFP proposed ration has been discussed and agreed upon with UNHCR, INAR and refugee representatives. Since the refugees are able to complement their food needs from alternative sources of food and/or income, this food ration is considered nutritionally adequate but basic enough not to attract food sales or bartering.

Table 2. Basic ration composition; old (UNHCR) and new (WFP).

Commodity	UNHCR	WFP	
		Basic ration	Supplementary ration
Maize	420	333	
Pulses	90	40	
Oil	30	20	
CSB	0	67	300*
Sugar	20	0	
Salt	10	5	
Energy (kcal)	2159	1731	
Protein (en%)	10.3%	12.3%	
Fat (en%)	19.1%	19.7%	

* consistent with the quantity of CSB currently provided in joint MoH/UNICEF/WFP supplementary feeding programmes in Mozambique

54. In light of wide spread micronutrient deficiencies among the population at large (refugees are not expected to be any different), and the anticipated challenges in accessing fortified cereals, WFP proposes to include CSB in the ration provided to all eligible refugees. The CSB serves to provide a daily contribution to the required vitamin and mineral intake of all refugees while particularly

targeting the precooked and fortified food for young children and adults with increased special needs such as pregnant and nursing women, sick and elderly.

55. In late 2006, UNHCR was in the process of organizing the establishment of milling capacity at the camp site. WFP will provide cereals in whole grain form to be milled in the camp. This local milling capacity may provide an opportunity for introduction of micronutrient fortification in the camp itself. WFP, UNHCR and NGO partners will seek insights and experiences from similar activities in Zambian refugee camps and explore opportunities for the same in this particular setting while considering the short remaining time frame anticipated for continued refugee food support ('phase out' by end 2008).
56. Dependent on the food assistance reduction strategy associated with the self reliance programme, rations may be reduced over the life time of the operation in accordance with local availability of food items. A complementary ration may be introduced as a safety net for those refugees who cannot attain self reliance. The estimated food requirements over the two year period based on the average beneficiary numbers presented in table 1 and the rations presented in table 2 are presented in table 3. The actual food requirements based on the agreed upon phase out strategy will be determined in the first half of 2007.

Table 3. Food requirements by year (mt)

Year	cereal	Pulses	oil	CSB	Salt	Total
Targeted food distributions – basic ration						
2007	440	53	26	89	7	615
2008	360	43	22	72	5	502
Sub total	800	96	48	161	12	1,117
Selective feeding – supplementary ration						
2007				15		15
2008				16		16
Sub total				31		31
Total	800	96	48	192	12	1,148

7. IMPLEMENTATION ARRANGEMENTS

Distribution arrangements & beneficiary participation

57. General food distributions are carried out on a monthly basis for which refugees have to be physically present at the distribution centre with their ID and ration card for verification against UNHCR data.
58. Refugee leaders and the Food Committee will continue to meet prior to the distribution to verify the beneficiaries' list on a case by case basis, taking into consideration the previous month defaulters. After the verification, the list is handed over to the cooperating partner who informs the committee about the food basket composition and size. The committee in turn informs refugees.
59. Fifty per cent of the Food Committee members are women. In line with Enhanced Commitments to Women, WFP will encourage women to collect the food at the distribution centre to promote food management by women. This will further improve empowerment of women by increasing their participation in managing activities, thus encouraging their decision making abilities.

Partnerships

60. At the end of 2006, WFP was discussing partnership opportunities with World Vision after SC-US declined future involvement in this activity. A WFP-World Vision partnership would greatly enhance the chances of success of the SRP in terms of close linkages between food assistance and household food security.

61. In the camp the Cooperating Partner will be responsible for

Food assistance strategy development

- Advocate the linkages between the SRP and beneficiary/ration reductions;
- Conduct assessments and appraisals through participatory consultation in order to provide guidance on appropriate food distribution reduction strategies;
- Develop together with refugees, INAR, UNHCR and WFP an appropriate food assistance phase out strategy;

Operational management of food distributions at camp level

- Manage food receipts and storage at the camp;
- Routinely verify the food distribution registration lists;
- Ensure information and sensitization of refugees directly and through their leaders regarding entitlements and possible changes in date of distribution and/or ration size/composition;
- Organize distribution arrangements on assigned distribution days;

Accountability and monitoring

- Prepare monthly reports reflecting food receipts, distributions, losses etc. as well as number of beneficiaries by age and sex;
- Conduct timed outcome assessment as well as post distribution monitoring surveys.

Commodity procurement

62. Considering the small size of the operation, the limited monthly food requirements and the need to carefully time the availability of the food in conjunction with the self reliance activities in the settlement, local food purchases are the only viable option to manage this programme effectively. Furthermore, the long distance transport and/or customs procedures required for regional purchases would unnecessarily complicate and delay the supply chain while adding unnecessary logistics costs. All commodities are locally available through resident traders and suppliers. WFP will cross check local prices against those offered regionally to avoid overpricing but may request a waiver to exclude non local companies from the competitive bidding process.

Food costs & LTSH

63. WFP will procure food commodities locally in Nampula region, except for CSB which will likely be bought from Malawi and brought in across the border as currently there is no certified capacity in country for production of CSB. Local procurement contracts may consider deliveries directly to Marratane camp by the supplier on a monthly basis or to WFPs warehouse facilities in Nampula and/or Nacala. From there the food will be delivered to a 300 MT storage facility in Marratane camp where the handling and distribution will be taken over by the cooperating partner.

64. The PRRO budget reflects proxy commodity costs as applicable to local purchases in Nampula areas and includes an LTSH rate of \$ 100/MT, which represents all transport, storage, handling and distribution costs associated with this programme. To secure food availability at the start of the project and in the event local suppliers delay in delivery, it is foreseen that some food may have to be borrowed from the Country Programme Northern corridor (through Nacala port). This is reflected in the ITSH budget.

65. Food requirements for the refugee programme will be entered into the Distribution Forecast System. Food dispatches and distributions will be entered in COMPAS in the Nampula Sub Office in line with regular commodity tracking procedures.

Non-food support and capacity building

66. WFP will engage actively with the partners involved in the refugee programme to provide technical assistance and capacity building inputs in a variety of areas. These activities focus on improvement of the food assistance during the period of this PRRO but will also consider a possible continuation of a limited food assistance programme by the Government from 2009 onward. Support activities include:
- Training on food handling, accountability, distribution planning and supply chain management (possible involvement of INAR partners in local purchase and transport process);
 - Introduction of food and nutrition security and food assistance monitoring tools and methods (materials, training etc.);
 - Gender assessment and Gender, HIV/AIDS & leadership training activities for refugees;
 - Technical assistance to participatory appraisal & programme design activities among refugee population focused on self reliance opportunities and food assistance phase out.
67. Non-food items associated with the management of food distribution will be integrated within the Field Level Agreement to be signed with the Cooperating Partner.

8. PERFORMANCE MONITORING

68. WFP and its cooperating partner will engage in three levels of accountability and programme monitoring:

Output monitoring:

Monthly reflection of number of beneficiaries and tonnage distributed by commodity.

Post Distribution Monitoring:

Quarterly review of programme satisfaction, food utilization and targeting efficiency, possibly stratifying information by socio-cultural groups

Outcome monitoring:

(Bi)annual measurement of the results of food distributions on refugee food and nutrition security as measured through:

- Livelihood sources (CHS);
 - Coping strategies index (CHS);
 - Asset ownership (CHS);
 - Household dietary adequacy (CHS);
 - Morbidity and malnutrition (health center statistics)
 - Nutritional status (survey or CHS Nutrition outcome monitoring module)
69. WFP will use the tools integrated within its regional Community and Household Surveillance (CHS) system to conduct outcome monitoring activities on a twice yearly basis. The compatibility of monitoring mechanisms across programmes will also allow for comparison of the food security situation of the refugee population with other WFP target groups in the country. The host population in Marratane camp will be included in the surveillance.
70. The food security survey conducted in April 2006 by WFP and UNHCR will be used as a baseline for interpretation of outcome data.
71. All stakeholders will meet on a half yearly basis to discuss milestones achieved in the self reliance programme, using programme monitoring findings as well as those specifically associated with the food assistance programme. The consultation will seek to identify possible programme

adjustments and recommend actions to be taken at camp level (implementation) and at country level (resource mobilization and planning). The meetings will also provide strategic feedback to UNHCR and INAR in relation to other matters associated with refugee programming.

72. Two annual Joint Assessment Missions (JAMs) will be conducted, reviewing both the situation in the camp as well as the success of the self reliance programme and the associated food assistance phase out process. The PRRO budget also includes funds for a specific review exercise, documenting lessons learnt in this context. This review is expected to take place towards the middle of year two.

9 RISK ASSESSMENT AND CONTINGENCY PLANNING

Risk assessment

73. A successful phase out will require inputs from other players including specialized agencies and line ministries, particularly agriculture, food, health, education and micro financing facilities to support entrepreneurship initiatives. The government will need to develop a clear framework and work plan for all stakeholders as well as outline the legal margins within which refugees can engage in economic activities.
74. The food assistance phase out is directly dependent on the success of the self reliance programme. A challenge to the self reliance strategy is to motivate refugees to take up the self reliance options. Many refugees claim that the only durable solution that has their interest is resettlement. This mindset is potentially challenging and may create unnecessary tension in the camp. UNHCR will need to actively work at this special aspect through information campaigns in the camp.
75. Although this programme is of limited size, and the food and associated costs are relatively small, the feasibility of both food assistance as well as its role in the success of the self reliance programme depend on timely and reliable availability of resources for local food purchases. Considering the relatively large size of the rest of the programme portfolio in Mozambique, opportunities may exist to borrow from other food stocks. However, collateral and a steady flow of resources dedicated to this programme will be vital.
76. WFP and partners will take stock of the assumptions underlying the food assistance phase out on a half yearly basis (as reflected in the M&E section) and make corresponding adjustments, including Budget Revisions, as necessary.

Contingency planning

77. The refugee programme in Marratane camp does not anticipate a large influx of refugees in the near future nor is the area known to be prone to natural disasters, such as drought, floods or cyclones. However, in case of political instability in the Great Lakes Region or the horn of Africa that might lead to high influx of refugees, a budget revision will be undertaken to adjust food requirement figures upward.

10. SECURITY CONSIDERATIONS

78. The Government of Mozambique is responsible for the overall security in Marratane camp. The camp is fenced, has uninterrupted power supply and has a police station. Local police and security guards patrol the camp around the clock.

11. RECOMMENDATION

The Senior Deputy Executive Director (Operations) is requested to approve the proposed Protracted Relief and Recovery Operation for Mozambique 10577.0

APPROVAL

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Date:

Jean-Jacques Graisse
Senior Deputy Executive Director (Operations)

List of Acronyms

CHS	Community & Household Surveillance
CSI	Coping Strategies index
GoM	Government of Mozambique
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immuno Deficiency Syndrome
INAR	Instituto Nacional de Apoio aos Refugiados National Institute for Support to Refugees
MINEC	Ministerio de Negócios Estrangeiros e Cooperação Ministry of Foreign Affairs
MISAU	Ministerio de Saude Ministry of Health
NGO	Non Governmental Organization
PDM	Post Distribution Monitoring
SO	Strategic Objective
UNHCR	United Nations High Commissioner for Refugees
WFP	UN World Food Programme

ANNEX IA

WFP PROJECT COST BREAKDOWN			
	Quantity (mt)	Average cost (US\$) per mt	Value (US \$)
COSTS			
A. Direct operational costs			
Maize/rice	800	200	160,000
Pulses	96	350	33,600
Vegetable oil	48	1000	48,000
Corn Soya Blend	192	400	76,800
Salt	12	100	1,200
...			
...			
...			
...			
Total commodities	1148		319,600
External transport			379
Landside transport			
ITSH			
Total LTSH			114,616
Other direct operational costs			99,208
Total direct operational costs			533,803
B. Direct support costs (see table below for details)			82,564
C. Indirect support costs (7 percent of total direct costs)			43,146
TOTAL WFP COSTS			659,513

ANNEX IB**DIRECT SUPPORT REQUIREMENTS (dollars)**

Staff	
International professional staff	
National professional officers	
National general service staff	42,849
Temporary assistance	
Overtime	
National consultants	2,000
Staff duty travel	23,769
Staff training and development	
Subtotal	68,618
Office expenses and other recurrent costs	
Rental of facility	1,656
Utilities (general)	690
Office supplies	800
Communication and IT services	
Insurance	
Equipment repair and maintenance	
Vehicle maintenance and running cost	800
Other office expenses	
United Nations Organizations Services	
Subtotal	3,946
Equipment and other fixed costs	
Furniture tools and equipment	1,000
Vehicles	6,000
TC/IT equipment	3,000
Subtotal	10,000
TOTAL DIRECT SUPPORT COSTS	82,564

ANNEX II - Logical Framework Summary, Mozambique PRRO 10577.0

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
Outcome 1. Maintain adequate household food security among the refugee population (SO2); 2. Safeguard the nutritional wellbeing of the refugees with particular attention to children, pregnant and lactating women and the chronically ill (SO3); 3. Successful phase out of food assistance program in conjunction with UNHCR/INAR self reliance programme	1.1 Changes in livelihood sources; 1.2 Changes in coping strategies (measured using the Coping Strategies Index); 1.3 Changes in asset ownership; 1.4 Quantity and quality of dietary intake maintained (measured using the Food Consumption Index); 2.1 Morbidity (prevalence of most common diseases) 2.2 Prevalence of malnutrition among <5years children and women. (assessed using weight for height and BMI respectively); 3.1 Refugees phased out from food assistance and INAR takes over residual caseload by end 2008	<i>SO2: Self reliance is largely dependent on the interest and commitment of the refugees to engage in productive activities and on the natural, legal and social environment to be conducive to agricultural production and economic involvement.</i> <i>SO3: Prevention of acute and chronic malnutrition will be largely dependent on education and sensitization provided by existing Govt health services and NGO activities.</i> <i>SO2/3: The tripartite agreement between WFP, UNHCR and Government will be adequately respected by all parties to allow a phase out of WFP assistance to take place at the end of 2008</i>

<p>Outputs</p> <p>1.1 Identified & registered refugees received adequate food assistance in timely manner through targeted food distributions</p> <p>2.1 Identified & registered vulnerable individuals received supplementary food assistance in timely and frequent manner through selective feeding programmes</p> <p>3.1 Food assistance phase out strategy developed and implemented under WFP/UNHCR/INAR tripartite agreement with support from NGO partner</p>	<p>1.1.1 # of beneficiaries by age and sex of targeted food distributions (by type: basic, complementary) as % of planned # beneficiaries (in line with agreed upon food assistance phase out plan)</p> <p>1.1.2. MT of food by commodity provided as % of planned quantity of food to be distributed (in line with agreed upon food assistance phase out plan)</p> <p>1.1.3 % of distributions (X/12) conducted in time with 4-weekly cycle</p> <p>2.1.1 # of beneficiaries by age and sex of selective feeding activities as % of planned # beneficiaries (as per monthly planning indication from health and social services)</p> <p>2.1.2 MT of food by commodity provided as % of planned quantity of food to be distributed (as per monthly planning indication from health and social services)</p> <p>3.1.1 Negotiated agreement endorsed by all stakeholders and rolled out across PRRO period (integrated within WFP/ UNHCR/ INAR MOU)</p> <p>3.1.2 Transparent mechanism established for phase out of food assistance beneficiaries based on UNHCR/INAR self reliance criteria</p> <p>3.1.3 INAR food assistance capacity developed for handover of residual caseload at end 2008</p>	<p><i>Self reliance programme activities implemented successfully by UNHCR, INAR and partners with adequate technical inputs, equipment, materials and financial resources.</i></p> <p><i>Adequate resources will be available to WFP for routine local purchase of commodities for food assistance thus creating a reliable and predictable programme.</i></p> <p><i>Refugee community structures and individual commitment are conducive to participation in self reliance activities (and the successful phase out of food assistance) and to identification of individuals/households outside the self reliance potential (to be receiving continued food assistance)</i></p> <p><i>Possible health risks will be contained and addressed through existing services.</i></p>
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