

Protracted Relief and Recovery Operation - Malawi PRRO 200087

Food Assistance to Refugees in Malawi

Duration:	January 2010 - December 2012
Number of beneficiaries:	38,200 (annual average)
WFP food tonnage:	9,186 mt
WFP food cost:	\$ 4,529,235
Total cost to WFP:	\$ 8,793,671

Malawi has traditionally hosted a wide array of refugees from neighbouring countries who mainly originate from Rwanda, Democratic Republic of Congo (DRC) and Burundi. WFP has provided food assistance to the current caseload of refugees since 2002 under emergency operation (EMOP) 10152 followed by protracted relief and recovery operation (PRRO) 10309 in 2004. The current PRRO closed in December 2009.

According to a recent Joint Assessment Mission and a Food Security Survey, WFP-supplied food represents, on average, as much as 75 percent of food consumed by refugees, confirming that most refugees are heavily reliant on external food assistance. Government restrictions on freedom of movement, local integration and wage-earning opportunities have a negative impact on the refugees' ability to become self-reliant.

This successor PRRO will provide food assistance to refugees through general food distributions in the Dzaleka refugee camp and at the Karonga refugee transit shelter. The PRRO will also seek to address massive deforestation around Dzaleka camp due to excessive cooking fuel demands of the camp population.

The overall goal of the PRRO is to contribute towards achieving and maintaining food security among refugees settled in the officially designated camps, while protecting the environment and livelihoods of the surrounding communities, with particular focus on food-insecure households.

The specific objectives of the PRRO are: (i) to maintain adequate and regular access to food for targeted refugees; and (ii) to restore, maintain and, wherever possible, improve the natural environment as well as physical and social infrastructure in host communities. These objectives are in line with WFP's strategic objective (SO) 1 'Save lives and protect livelihoods in emergencies', and SO-2 'Prevent acute hunger and invest in disaster preparedness and mitigation measures'.

The PRRO will run for three years and cost an estimated US\$8.8 million. It will require 9,186 mt of commodities, out of which 8,391 mt will be for refugees and 795 mt for food-for-asset activities targeting the host communities.

A tripartite agreement has been concluded between the Governments of Malawi and Rwanda and UNHCR to facilitate the repatriation of Rwandan refugees. However, the agreement has not been fully implemented as most Rwandan refugees in Dzaleka are not willing to voluntarily repatriate. In the event that there is an increase in the number of refugees voluntarily repatriating to their countries of origin, WFP will automatically adjust the food requirements downwards to reflect changes in the refugee population. The Government of Malawi is not in favour of granting citizenship to refugees who want to stay in Malawi, and hence the option of naturalisation is not applicable in the Malawi context.

SITUATION ANALYSIS AND SCENARIOS

The overall context

1. Malawi shares borders with three countries: Mozambique to the east; Zambia to the west and Tanzania to the north and northeast. Malawi's geographical location and peaceful, democratic environment have served to attract both migrants and refugees from surrounding countries. Most of the current refugee caseload in Malawi come from the Great Lakes Region. The majority of Rwandan refugees arrived at the

camp between 2000 and 2004, with the more recent influx arriving between 2005 and 2008. Although many refugees have since returned home, continued instability in the Democratic Republic of Congo (DRC) and Burundi produces a steady flow of new refugees.

2. The recent political events in Somalia and Ethiopia have also produced a new refugee influx. Statistics from the United Nations High Commissioner for Refugees (UNHCR) and the Government of Malawi reveal that from January 2006 onwards, there has been a constant influx of asylum-seekers, averaging about 300 per month, originating mostly from the Horn of Africa but with some from the Great Lakes region.
3. A refugee population verification exercise conducted in August 2009 re-established the total camp population at 12,600. Nevertheless, owing to a continuous flow of Ethiopians and Somalis into Malawi, the refugee population is expected to rise to an annual average of 14,000 over the next three years.
4. The refugee demography is slightly skewed, with adult males comprising about 51 percent of the total population² - this percentage increases to 57 percent if the transient Ethiopian and Somali population is included. However, most of these adult males eventually move on to other more economically favourable areas such as South Africa or Mozambique in search of employment. An August 2008 UNHCR/WFP/Government of Malawi joint assessment mission (JAM) found that 19 percent of sampled households in Dzaleka were headed by women.
5. The refugees are currently hosted at only one inland camp, Dzaleka, in the central region. Karonga transit shelter, in the north of the country, is the only official entry point for refugees and asylum-seekers. Dzaleka camp is currently hosting refugees at full capacity, especially after a camp in the southern region was closed and residents transferred to Dzaleka.
6. Chronic poverty and the high level of environmental degradation, especially deforestation, in the area has put the rural host communities in an increasingly vulnerable position, particularly during the lean season. Competition for natural resources and imbalances in levels of food security have, on several occasions, resulted in tensions spilling over between refugees (who are currently being assisted by WFP) and host communities who are vulnerable to food insecurity.

The food security and nutrition situation

7. According to the results of a 2009 JAM (WFP/UNHCR/Government), food distributed by WFP represents as much as 75 percent of the food consumed by the average refugee, thus indicating that they are heavily reliant on food aid³. Some refugees manage to supplement their food needs with crops that they produce themselves or through temporary wage labour within the camp. However, government restrictions on refugee access to formal employment or trade outside the camp environs have made it difficult for refugees to attain any meaningful level of self-reliance. Crop production in the camps is constrained by prohibitively small garden plots, the inadequate supply of water, fertilizer and seeds, as well as erratic rainfall.⁴
8. The 2009 JAM confirmed that levels of malnutrition within the camp have consistently remained low, and the few reported cases have received adequate treatment. Since June, only four refugees have been admitted for therapeutic feeding, with another four admitted to supplementary feeding.⁵ However, given the population's current reliance on food assistance, wasting and stunting would undoubtedly increase if food assistance were to be significantly reduced.
9. UNHCR supports the camp health centre, which provides health and nutrition-related services to both refugees and the surrounding communities. With the current number of staff, the health centre is able to provide outpatient, maternity and emergency services. In case of any complications, patients are referred to the nearest district hospital for specialised treatment. Health services, including drugs and treatment,

² WFP and UNHCR Verification exercise, August 2009.

³ Some refugees exchange part of their ration into other food commodities to add variety into the family diet and hence this part of the ration also provides for the daily food consumption of the refugees.

⁴ The option of providing cash as part of the assistance was deemed unsuitable in the Malawi context (2008 JAM).

⁵ JAM 2009

are free-of-charge both at the camp and in Dowa. The public health system also monitors the nutrition and health situation in the camp. WFP regularly encourages its sister agency, UNHCR, and other partners to place greater emphasis on the provision of health and nutrition-related services.

10. The nutritional situation in villages surrounding the camps is a matter of concern. Mirroring national trends, almost half of the children (46 percent) under 5 are stunted, and four percent are wasted. About 59 percent of children under 5 have sub-clinical vitamin-A deficiency, while 80 percent are anaemic. About 25 percent of this age group are underweight or severely underweight. Children living in rural areas experience twice the risk of severe stunting as children living in urban areas.⁶

Scenarios

11. It is anticipated that the refugee caseload will increase to 14,000 in 2010. In addition, a steady influx of new arrivals is expected, but these numbers are projected to be offset by those who integrate informally or move spontaneously to other countries. Nonetheless, there are two possible scenarios that may arise to trigger a significant refugee population increase:
 - If the situation deteriorates in DRC, there could be an increase in numbers fleeing internal conflict.
 - If the political and economic situation in Ethiopia and Somalia deteriorates, there could be an influx, not just of young men, but also families.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the Government

12. Malawi has acceded to international instruments governing the rights and protection of refugees, namely the 1951 Geneva Convention and 1967 Protocol Relating to the Status of Refugees, and has enacted refugee legislation that guides the implementation of activities related to asylum-seekers and refugees in the country.
13. The Government of Malawi, through the Ministry of Home Affairs and Internal Security (MoHAIS), is the main body responsible for dealing with refugee issues. The ministry is responsible for establishing and maintaining all refugee camps and transit shelters. MoHAIS also determines the status of refugees/asylum-seekers coming into Malawi and provides for their well-being and security.
14. Although Malawi has acceded to the various refugee conventions, it has done so with a number of reservations, some of which hinder efforts towards the implementation of local integration, access to formal wage labour and limitations on freedom of movement. Such restrictions ultimately affect the ability of refugees to be self-sufficient.

Policies, capacities and actions of other major actors

15. The Malawi Red Cross Society (MRCS), Jesuit Refugee Services (JRS), World University Society of Canada (WUSC) and Mary's Meals are some of the major non-governmental organizations (NGOs) that are assisting the Government in the implementation of refugee programmes in agriculture, education and social welfare, with substantial operational and material support from both UNHCR and WFP.

Coordination

16. Coordination of the refugee operations is jointly performed by UNHCR and MoHAIS, with MoHAIS representing the Government of Malawi. In conjunction with the MRCS, the main NGO cooperating partner, the MoHAIS also receives, stores, and distributes food commodities to the refugees residing in camps.

⁶ NSO and UNICEF, Malawi: Monitoring the Situation of Children and Women, June 2008.

OBJECTIVES OF WFP ASSISTANCE

17. The overall goal of this PRRO is to contribute towards achieving and maintaining food security among refugees settled in the officially designated camps, while protecting the environment and livelihoods of the surrounding communities, with particular focus on food-insecure households.
18. More specifically, the objectives of the operation are: (i) to maintain adequate and regular access to food for targeted refugees; and (ii) to restore, maintain and, wherever possible, improve the natural environment as well as physical and social infrastructure in host communities. These objectives are in line with two of WFP's strategic objective (SO) 1 (Save lives and protect livelihoods in emergencies), and SO 2 (Prevent acute hunger and invest in disaster preparedness and mitigation measures).
19. WFP's Gender Policy 'Corporate Action Plan' (2010-2011)⁷, will be fully incorporated in the implementation of this PRRO. In particular, the operation will strive to achieve the objectives of WFP's gender policy by:
 - Contributing to refugee women's control of food assistance at the household level by making sure that ration cards are issued in the name of a senior female family member, where applicable.
 - Ensuring that women are equally involved in asset-creation committees and decision-making processes.
 - Ensuring that women are equally involved in food distribution committees and resultant decision-making processes.
 - Ensuring that gender equality is mainstreamed in all PRRO activities as a cross-cutting issue, including equality in staffing, opportunities, and responsibility-sharing.
 - Ensuring that women in host communities benefit at least equally from the assets created through food-for-asset (FFA) activities.
20. As one way of empowering women and ensuring food availability at household level, this PRRO will continue to promote the participation of women in the management and distribution of food assistance as well as training in various recovery activities. As much as practically possible, household food entitlements will be given directly to women. Under FFA, female participants will be involved in the identification, implementation and final use of the assets to be created, and will constitute at least 60 percent of the total FFA participants. WFP Malawi also continues to encourage training activities in the empowerment of women conducted by cooperating partners at the camp.

WFP RESPONSE STRATEGY

Nature and effectiveness of food-security related assistance to date

21. Until July 2002, refugees received food aid directly from UNHCR under its Care and Maintenance Assistance Programme. WFP took over responsibility for resourcing and supplying of food aid in July 2002 following a joint registration exercise that confirmed that the refugee population had exceeded 5,000. The number of refugees assisted has since averaged around 12,600 and remains so under the current PRRO. Parallel to the refugee operation, the WFP country office implements another protracted relief and recovery operation, PRRO 10586, that provides assistance to food-insecure Malawians suffering from the effects of natural disasters and HIV and AIDS, as well as a School Meals programme (DEV-10581), both of which are ongoing.
22. Throughout the implementation of PRRO 10309, refugee population figures have been fluctuating, in part because of unreliable information on new arrivals and undocumented departures. This resulted in unreliable refugee numbers and subsequent difficulties in achieving accurate plans. Following a refugee verification and registration exercise in August of 2009, the total feeding population was established at 12,600, out of which approximately 1,500 were deemed to be in 'transit'. Another verification exercise, one that will involve the issuance of new ration cards, took place in November 2009, and the final results are expected to be available in early 2010. Nevertheless, the continuous population movements have necessitated an average annual planning figure of 14,000 for the new PRRO.

⁷ "WFP Gender Policy: Corporate Action Plan (2010–2011)"(WFP/EB.2/2009/4-C).

Strategy outline

23. The Government of Malawi does not have sufficient resources to provide sustained food assistance to refugees in Malawi due to limited financial resources and other overriding national priorities. As such, WFP has been supporting the Government with the provision of food aid to bona fide refugees residing in officially designated camps.
24. WFP works very closely with the Government and UNHCR to design appropriate food assistance programmes and to seek donor support to meet related costs. Within the refugee population, food assistance has played a crucial role in meeting basic nutritional requirements and in significantly mitigating under-nutrition. Given the rather limited opportunities available to the refugee population, the general food ration remains their single most important source of food.
25. Food aid has the potential to play an important role in assisting refugees to make the transition to food self-sufficiency, subject to accessibility to small-scale income-generating activities and arable farmland. In the past, farmland at Dzaleka has been accessed through two sources. The first is garden plots that are part of the camp and distributed by the camp administrator, and the second is rented land owned by the surrounding community. The proportion of refugees cultivating land has decreased since 2008 (the figure currently stands at 25 percent of all refugees), as some plots had to be withdrawn and re-allocated for housing to the newly arrived refugees or transfers from Luwani Camp. Because of growing disparities in the plot sizes, MRCS withdrew all claims to land prior to the September 2009 JAM exercise so as to redistribute plots to refugees in a more equitable manner. At the same time, many refugees renting land from local villagers have been forced off these plots after local authorities notified the surrounding community that the refugee use of land outside of the camp was illegal.
26. As noted in the JAM report, no single self-reliance strategy can be applied to all refugees. The strategies should vary according to culture, traditions, education levels and skills. Therefore, improved agriculture cannot be the only means to greater self-reliance. A small percentage of refugees own small businesses within the camps or informally trade with populations of surrounding communities. The JAM also placed increased emphasis on food security and coping strategies and accessibility to alternative incomes within the camp. The report noted that many refugees claimed to not have enough food because of a lack of employment opportunities, and they thus resort to negative coping strategies.
27. Members of the host population have been observed collecting grain that was spilled and, in some cases, carrying bags of food for refugees in exchange for part of the ration or for cash payment. This reflects an increasing level of vulnerability amongst the host populations. The potential for hostilities between the two communities is great, and there have already been a number of incidents given that these two groups of people compete for relatively scarce natural resources. Competition over limited resources also increases vulnerability to food insecurity, particularly for the host community during the lean season. Therefore, in this PRRO, WFP will involve the host communities in lean season FFA activities, such as reforestation to mitigate the high level of environmental degradation in the area that is aggravated by both the refugee and the host populations competing over firewood. UNHCR is engaged in activities that promote and make available fuel-efficient stoves in the camp, and hence the FFA activities would complement this project.

Exit strategy

28. In November 2005, a Tripartite Agreement was signed between the Governments of Malawi and Rwanda and UNHCR to facilitate the repatriation of Rwandan refugees following a period of relative peace and social stability in Rwanda. However, the agreement has not been fully implemented as of yet, as most Rwandan refugees in Dzaleka are not willing to voluntarily repatriate. In the event that there is an increase in the number of refugees voluntarily repatriating to their countries of origin, WFP will automatically adjust the food requirements downwards to reflect changes in the refugee population.⁸ The

⁸ In August 2009 there were 4,400 Rwandan refugees at the camp.

Government of Malawi is not in favour of granting citizenship to refugees who want to stay in Malawi, and hence the option of naturalisation is not applicable in the Malawi context.

29. WFP will continue to support UNHCR's efforts to intensify its advocacy for changing existing legislation that restricts refugees' rights and privileges. In the event that the Government lifts restrictions on refugees' access to formal employment or trade outside the camp - thus raising meaningful levels of self-reliance - WFP feeding programmes will be adjusted accordingly. Any reduction in WFP assistance to refugees will be based on a careful evaluation of economic opportunities as well as changes in food security indicators.

BENEFICIARIES AND TARGETING

30. Beneficiaries of WFP food aid include both refugees (through general food distribution) and chronically food-insecure members of the host communities (through FFA). According to UNHCR projections, refugee numbers will continue to rise in the foreseeable future. This steady increase is due to ongoing political instability and economic hardships in the Horn of Africa.
31. The number of participants planned for FFA activities is 4,400⁹ individuals per month, of which 60 percent will be women. A needs assessment will be conducted by WFP's cooperating partner in the initial stage of the project. Preservation and/or restoration of those assets directly benefiting women and adolescent girls will be prioritized. The FFA food rations are based on family size of 5.5; the total number of beneficiaries would therefore amount to 24,200¹⁰ beneficiaries per month.

Table 1a: 2010 – 2012 Planning Figures in Dzaleka Refugee Camp

Year	Refugees		Total
	Female	Male	
2010	6,860	7,140	14,000
2011	6,860	7,140	14,000
2012	6,860	7,140	14,000

⁹ The number of participants is an estimation based on the number of host community members, including but not limited to those coming to do informal labour. The whole family will benefit from WFP assistance.

¹⁰ The average household size is calculated at 5.5 persons per household.

Table 1b: 2010 - 2012 Planning Figures for Food for Assets

FFA Participants			
Period	Female	Male	Total
January 2010 - March 2010	2,640	1,760	4,400
October 2010 – March 2011	2,640	1,760	4,400
October 2011 – March 2012	2,640	1,760	4,400
October 2012 - December 2012	2,640	1,760	4,400

32. Given that most of the refugees have little if any alternative food sources or income opportunities to purchase food, a full food basket and full ration will be provided to all refugees in the initial year of the PRRO. However, the composition of the food basket and changes to ration sizes will be reviewed based on the results of a Food Security and Nutrition Survey that will be conducted within the first year of implementation. Should the Malawi Government remove restrictions on refugees' right to work, a similar review of the food ration would be undertaken in order to encourage refugees to find employment. The PRRO will for the first time include fortified corn-soya blend (CSB) as a measure to ensure adequate micronutrient intake among vulnerable groups. This move is also to complement the efforts of the Ministry of Health and UNHCR, both of whom currently provide nutritional supplements at the camp.
33. A food committee chaired by WFP and consisting of representatives from the camp administration, UNHCR and the NGO cooperating partner will determine beneficiary targeting and food distribution modalities. The cooperating partner for the FFA programme will be chosen based on WFP selection criteria already being applied under the Joint Emergency Food Assistance Programme (JEFAP) standards. This partner will conduct assessments in the communities surrounding the camps and, together with members of the community, will identify participants for FFA activities. Only food-insecure families meeting selection criteria under FFA guidelines will be targeted for FFA activities.

NUTRITIONAL CONSIDERATIONS AND RATIONS

34. The food basket will comprise cereals, pulses, vegetable oil, salt, sugar and CSB. These items have been selected and recommended by UNHCR and the Government based on a previous UNHCR arrangement, and they represent culturally acceptable food items. Fortified CSB has been added to ensure that adequate micronutrients are available for children and other vulnerable groups. Based on recommendations of the 2009 JAM, preference will be given to the procurement of rice for refugees¹¹ if resources permit, while maize meal will be provided to beneficiaries of FFA activities.
35. Ration scales have been set to provide an energy value of approximately 2,118 Kcal per person per day. The food basket and ration scales for the refugee population and FFA target population are presented in the tables 3 and 4 below.

¹¹ Rice for this project will be sourced regionally or internationally due to the relatively high price of local rice.

Table 3: Refugee Ration

Commodity	Daily ration/ person (grams)	Kcal	Protein (grams)	Fat (grams)
Cereal grain	400	1,440	28.0	2.
Pulses	60	201	12	0.72
Vegetable oil	25	222	0	25
Sugar	15	60	0	0
Salt	5	0	0	0
CSB	50	195	7	3
	TOTAL	2,118	47	30.72

Table 4: FFA Ration

Commodity	Daily ration/ person (grams)	Kcal	Protein (grams)	Fat (grams)
Cereal grain	455	1,593	45.5	18.2
Pulses	46	150.8	9	0.5
	TOTAL	1,744	54.5	18.7

36. The three-year PRRO will require 9,186 mt of food commodities as shown below in Table 5, out of which 8,391 mt will be for the refugee rations and 795 mt for FFA activities.

Table 5: Total food requirements by year (mt)

Period	Cereals	CSB	Pulses	Veg. Oil	Salt	Sugar	Total
2010	2,256	252	327	126	25	76	3,062
2011	2,256	252	327	126	25	76	3,062
2012	2,256	252	327	126	25	76	3,062
Total	6,768	756	981	378	75	228	9,186

IMPLEMENTATION ARRANGEMENTS

37. Modalities for the final distribution of food commodities to the beneficiaries have been agreed upon jointly by the Government, UNHCR and WFP in consultation with beneficiaries and the food distribution committees in 2009. However, operational capacity and performance are being further reviewed in light of a recent WFP/UNHCR assessment that explored the possibility of a WFP role in direct management of food distribution points (FDP) including food distribution. Adjustments will be made to these food distribution arrangements if required.
38. Food will be distributed to beneficiaries upon presentation of proper identification documents and a food ration card. All ration cards were changed during the UNHCR verification exercise carried out in November, and have a new design to facilitate the process of verifying ownership at the time of food

distribution. Both the Government and the cooperating partner will be encouraged to involve more female family members for food management and distribution. At least 75 percent of the members of food committees should be women. Sensitization measures will be performed in an effort to eliminate gender-based violence.

39. The selection of a cooperating partner (CP) will be based on their capacity to implement the programme. Both WFP and UNHCR will be involved in reviewing prospective NGOs for this purpose. The CP will work with the Government on all aspects of food management, with primary responsibility for food distribution and monitoring. The CP will also work with refugee food committees to manage the distribution of food commodities.
40. A quadripartite agreement will be signed between MoHAIS, the CP, UNHCR and WFP that outlines the respective responsibilities of each agency. A Joint Plan of Action (JPA) will be agreed upon by all agencies. The JPA will provide a timeline for all activities associated with food distribution within the refugee camp.
41. In an enclosed environment of a refugee camp, sexually transmitted disease and infection rates are often not reported to health officials. WFP will therefore enhance existing levels of cooperation with UNHCR to assist in the provision of HIV & AIDS education as well as sexual and gender-based violence (SGBV) awareness. HIV & AIDS interventions, primarily targeting young people, will be undertaken in cooperation with UNHCR, the CP and other United Nations agencies such as the United Nations Children's Fund (UNICEF) and United Nations Population Fund (UNFPA). Adolescents make up 35 percent of the refugee population at the camp, and educational activities of this kind will encourage them to reflect on their sexual practices/behaviours and be more open to dialogue with local health officials. The CP will be encouraged to engage in sensitization activities regarding the prevention of sexual exploitation and abuse, particularly of women and children. This will take place during food distributions and will be aimed at opportunistic audiences, including commercial transporters who deliver food to the camp. Furthermore, the CP will be encouraged to enhance existing reporting mechanisms to prevent stigmatization of victims of HIV & AIDS and to ensure all necessary actions to prevent gender-based violence.
42. WFP is responsible for the timely transport, storage and management of food commodities to the designated extended delivery points in Lilongwe. WFP commodities will be tracked by the Commodity Movement Processing and Analysis System (COMPAS). The landside transport, storage and handling (LTSH) rate for this operation is currently US\$184 per mt.
43. The CO will continue to monitor local and regional markets to determine availability of commodities and the potential impact of WFP purchases. WFP will give priority to sourcing food commodities through local and/or regional purchases.

PERFORMANCE MONITORING

44. A significant part of performance monitoring will be carried out in partnership with other stakeholders. Upon the signing of the quadripartite agreement, a monitoring plan will be agreed upon by all involved. A Food Monitoring Committee, chaired by WFP and with membership of all stakeholders, including beneficiaries, will meet once a month to exchange information on the overall food security, health and nutritional status in the camp, and correlate this information to the food and non-food assistance provided. The Food Monitoring Committee will also oversee the accuracy of targeting and check the quality of food distributed in the camp.
45. WFP's Monitoring & Evaluation (M&E) unit will oversee the general food distribution process as well as the FFA activities. Together with UNHCR, WFP will conduct joint food basket monitoring visits and periodic verification exercises. A complete overview of results, mainly at the output level, will be gleaned from monthly reports provided by the cooperating partner. These reports will feed into WFP's monthly Food Situation Report in order to achieve corporate reporting requirements.
46. On a regular basis, food security and nutrition surveys will be undertaken so as to measure the outcome of PRRO activities. These surveys, conducted in collaboration with UNHCR and the CP, will assess whether

external assistance is leading to positive results in terms of beneficiaries' socio-economic and health situation. They will also address whether the underlying causes of malnutrition and gender inequality are being addressed appropriately, and will measure any changes in levels of self-reliance. In addition to providing accountability, the survey findings will also allow for a timely identification of the need for adjustments in the PRRO's programmatic and logistics approach.

47. Annual WFP/UNHCR joint assessment missions will evaluate whether the volume and type of assistance need to be adjusted. An independent programme evaluation will take place at the end of the PRRO.
48. A joint plan of action will be agreed by all involved parties upon the signing of the quadripartite agreement. The CP will submit monthly reports to WFP, UNHCR and the Government based on predetermined performance measurement indicators. WFP will provide all the necessary forms and templates to facilitate fulfilment of required CP reports.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Risk assessment

49. The pipeline for the previous PRRO was constrained by an unanticipated and significant increase in refugee arrivals, as well as a reduction in donor support as a result of the impact of the global financial and economic downturn. Delays in resource pledges have put pressure on WFP to borrow food from other projects in order to sustain minimal feeding levels. Hence, any pipeline shortfalls in this successor PRRO will severely challenge WFP primary objectives and negatively affect the refugees' food security.
50. When food pipeline breaks occur, and it is not possible to borrow from other projects, WFP will normally, in consultation with all stakeholders, reduce rations so that the beneficiaries continue to have some access to food. However, it is recognised that this is not good for the refugees' nutrition and general wellbeing, and actually undermines efforts towards self-reliance.
51. Other factors, such as sudden dramatic increases in the number of refugees or soaring costs of food and services, have similar consequences. Timely and appropriate budget revisions will be made to counter the effects of inflation. WFP will look to donors to provide timely support and ample budget increases.
52. In the event of significant funding shortfalls, priority will be given to general food distributions to refugees, in contrast to FFA activities.

Contingency Planning

53. UNHCR and WFP will review existing early-warning systems, and update contingency plans for refugee influx scenarios (as well as for repatriation of refugees), taking into account likely political, climatic and economic changes in the region. WFP will also develop its own food-specific preparedness plan to account for refugee influx scenarios as well as for repatriation.
54. In case of a pronounced increase in political instability in the Great Lakes and/or the Horn of Africa regions that might signal a high influx of refugees, a budget revision will be undertaken to adjust the food requirement figures appropriately, and to alert donors.
55. Malawi is regarded as a peaceful, democratic country. However, the Government needs to continue to maintain security measures such as the stationing of a police force at each of the refugee camps. UNHCR will continue to monitor refugees' security to ensure that the Government meets its obligations.

RECOMMENDATION

PRRO 200087, 'Food Assistance to Refugees in Malawi', requiring 9,186 mt of commodities with a food value of US 4,529,235, and total cost to WFP of US\$ 8,793,671, is recommended for approval by the Executive Director.

APPROVAL

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Ms. Josette Sheeran

Executive Director

Date:

ANNEX IA

WFP PROJECT COST BREAKDOWN

	Quantity (MT)	Average cost (US\$) per MT	Value (US \$)
COSTS			
A. Direct operational costs			
Cereals	6,768	403	2,727,770
Pulses	981	1077	1,056,537
Vegetable oil	378	796	300,888
Sugar	228	496	113,088
Salt	75	281	21,075
CSB	756	410	309,877
Total commodities	9,186		4,529,235
External transport			528,066
Total LTSH			1,689,513
Other direct operational costs			290,974
Total direct operational costs			7,037,788
B. Direct support costs			1,180,596
C. Indirect support costs (7 percent of total direct costs)			575,287
TOTAL WFP COSTS			8,793,671

ANNEX IB

DIRECT SUPPORT REQUIREMENTS (*US dollars*)

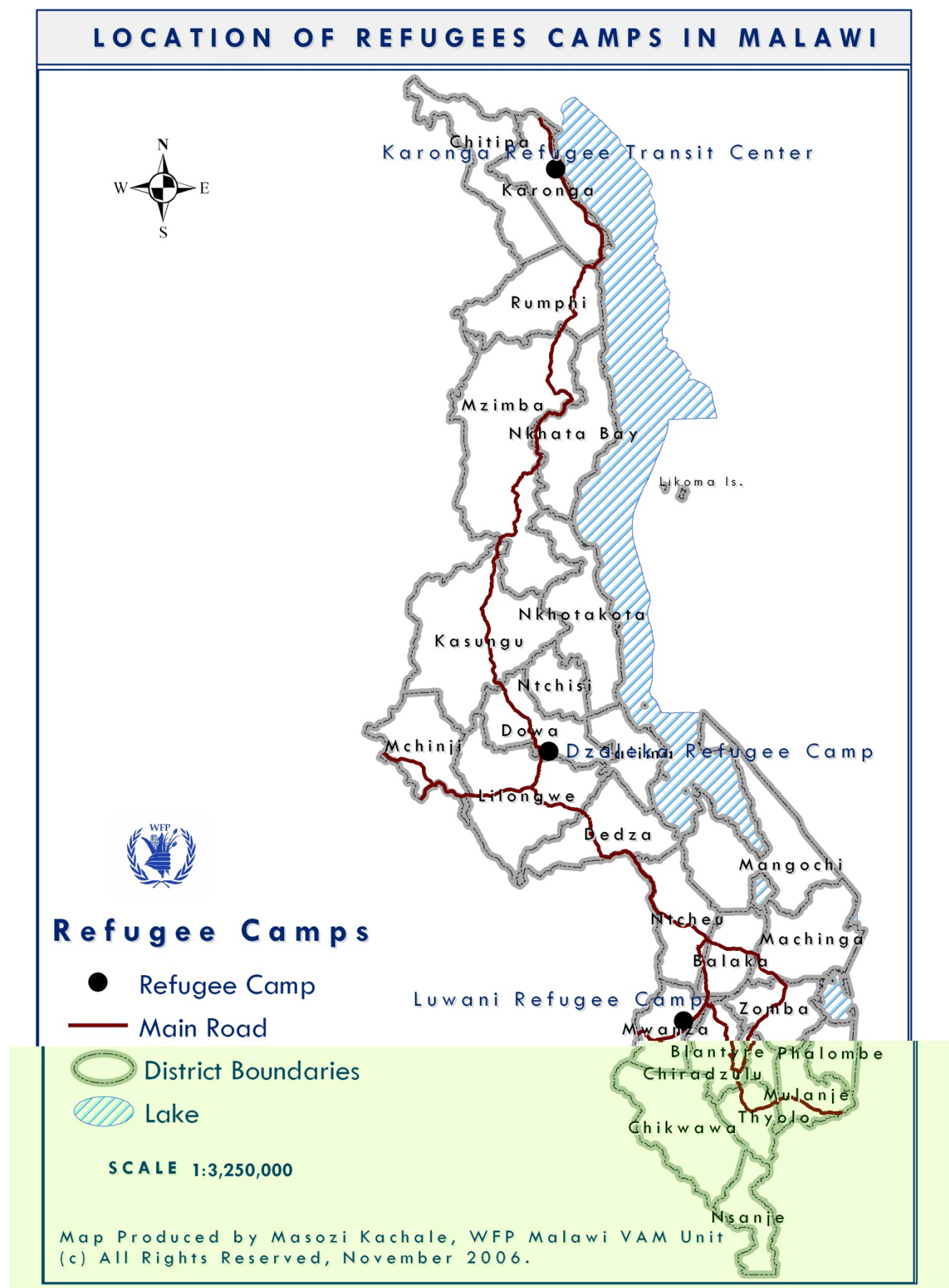
Staff	
International professional staff	0
National professional officers	0
National general service staff	0
Temporary assistance(*)	696,392
Overtime	0
Staff duty travel	165,428
Staff training and development	0
Subtotal	861,820
Office expenses and other recurrent costs	
Rental of facility	68,376
Utilities (general)	16,000
Office supplies	20,000
Communication and IT services	62,000
Insurance	0
Equipment repair and maintenance	10,000
Vehicle maintenance and running cost	75,000
Other office expenses	6,000
United Nations Organizations Services	0
Subtotal	257,376
Equipment and other fixed costs	
Furniture tools and equipment	0
Vehicles	20,400
TC/IT equipment	14,000
Local security cost training	27,000
Subtotal	61,400
TOTAL DIRECT SUPPORT COSTS	1,180,596

(*)Most national staff members in Malawi are service contract holders and hence appear under 'temporary assistance'. International staff costs are zero, because the project is and will be managed by an externally-funded JPO.

ANNEX II - LOGICAL FRAMEWORK MATRIX: MLW REFUGEE PRRO 10309 JANUARY 2010- DECEMBER 2012

	<i>Intervention Logic</i>	<i>Objectively Verifiable Indicators</i>	<i>Sources of Verification</i>	<i>Risks and Assumptions</i>
Principal Objective	<p>To contribute towards the maintenance of food security among refugees settled in the officially designated camp in Malawi, while protecting the livelihoods of food insecure households situated in the surrounding villages.</p> <p>SO1. Save lives and protect livelihoods in emergencies</p> <p>SO2. Prevent acute hunger and invest in disaster preparedness and mitigation measure</p>	<p>Prevalence of acute malnutrition among refugee children under 5 (weight-for-height as %)</p> <p>Improved food consumption over assistance period for target refugees and households of surrounding communities</p>	<p>Food security and nutrition survey</p>	<p>Donor support will be sufficient to enable WFP procure the required food commodities;</p> <p>Food and fuel prices will not increase so dramatically as to put excessive pressure on the purchasing power;</p> <p>Refugee flows will remain within forecast ranges;</p>
Outcomes	<p>Maintain access to food aid among targeted refugees.</p> <p>Improve and maintain the natural environment as well as physical and social infrastructure in refugee hosting communities.</p>	<p>% of targeted beneficiaries attaining the minimum food consumption threshold (Food consumption score ≥ 21.5)</p> <p>% of refugees having minimum of two meals per day.</p> <p>Host community satisfaction with the assets rehabilitated and/or created</p>	<p>Food security and nutrition survey</p> <p>Activity monitoring</p>	<p>Food will be eaten not sold or exchanged for other commodities in a significant amount.;</p> <p>Complementary food items are available to households through limited self-reliance and/or complementary distributions.</p> <p>UNHCR resources remain adequate for non-food support.</p>
Outputs	<p>Food provided to refugees and targeted beneficiaries in surrounding communities.</p> <p>Asset creation and rehabilitation activities implemented in refugee hosting communities.</p>	<p>Actual amount of food distributed through each activity as a percentage of planned distributions by project category, sex of household head.</p> <p>Actual beneficiaries receiving WFP food assistance through each activity as a percentage of planned beneficiaries by project category: age group and sex.</p> <p>Number of sustainable and productive natural and physical assets by type (as the activities will be driven by community demand, the exact detail of number and type cannot be determined ahead of time)</p> <p>Number of households participating in FFA activities.</p> <p>Proportion of women among food recipients ($\geq 80\%$)</p> <p>Proportion of women in food management and distribution committees ($\geq 90\%$)</p>	<p>Monthly output report</p> <p>Monthly output report</p> <p>Activity monitoring</p>	<p>Government, UNHCR, IPs follow agreed target criteria.</p> <p>Official refugee figures will reflect actual number of refugees residing in camp. Infrastructure and facilities are in place to allow timely access and delivery of food at Final Distribution Points.</p> <p>No pipeline breaks;</p>
Activities	<p>Monthly general food distribution to the refugee and targeted beneficiaries in host communities</p> <p>Food for Assets activities for the host communities surrounding the camps.</p>	<p>Food distributed to refugees in the Government designated camps and targeted beneficiaries in the host communities</p> <p>Number of food for Assets participants from host community</p>		<p>The refugees are staying in the camps and do not have other means of self reliance.</p> <p>The host communities are willing to participate in Food for Assets activities</p>

ANNEX III - MAP: REFUGEE CAMP LOCATIONS IN MALAWI



LIST OF ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
COMPAS	Commodity Movement, Processing and Analysis system
CP	Cooperating Partner
CSB	Corn-Soya Blend
DRC	Democratic Republic of Congo
EDP	Extended Delivery Point
EMOP	Emergency Operation
FBM	Food Basket Monitoring
FDP	Food Distribution Points
FFA	Food for Assets
HIV	Human Immunodeficiency Virus
IGA	Income-Generating Activities
ITSH	Inland Transport Storage and Handling
JAM	Joint Assessment Mission
JEFAP	Joint Emergency Food Assistance Programme
JPA	Joint Plan of Action
JRS	Jesuit Refugee Services
LTSH	Land Side Transport and Handling
M&E	Monitoring and Evaluation
MFSR	Monthly Food Situation Report
MoH	Ministry of Health
MoHAIS	Ministry of Home Affairs and Internal Security
MRCS	Malawi Red Cross Society
MT	Metric tonnes
NGO	Non Governmental Organization
PRRO	Protracted Relief and Recovery Operation
SGBV	Sexual and Gender-Based Violence
SPR	Standard Project Report
STI	Sexually Transmitted Infection
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
WFP	World Food Programme

WRM	World Relief Malawi
WUSC	World University Service of Canada