

PROTRACTED RELIEF AND RECOVERY OPERATION – MOZAMBIQUE PRRO 200355

Assistance to Disaster Affected and Vulnerable Groups	
Number of beneficiaries	253,000 (yearly maximum)
Duration of project	March 2012 - December 2014
WFP food tonnage	35,921 mt
Cost (United States dollars)	
WFP food cost	US\$14,845,433
WFP cash/voucher cost	
Total cost to WFP	US\$29,580,130

EXECUTIVE SUMMARY

Despite high levels of economic growth in recent years, Mozambique remains one of the poorest countries in the world, ranking 184 out of 187 countries in the 2011 Human Development Index. A quarter of the population suffer from acute food insecurity at least once a year, mostly subsistence-farming communities and female-headed households in areas prone to natural disasters.

Mozambique ranks third among African countries most affected by weather-related hazards, and studies of climate change indicate that both the magnitude and frequency of such hazards are intensifying. The worst-affected areas are in the central and southern regions, which are most prone to recurrent drought, floods and cyclones. The Global Adaptation Index ranks Mozambique the seventh most vulnerable country to climate change and other global challenges, and is among the countries least ready to improve resilience.

Each year, households with transient food-insecurity require short-term support and when the response capacity of the Government's National Institute for Disaster Management is exceeded, this generally triggers a formal request for support from WFP and other partners. In addition, 8,000 refugees and asylum seekers in Mozambique also face acute food insecurity and require humanitarian support.

This protracted relief and recovery operation (PRRO) is embedded in the "Delivering as One" initiative in Mozambique and in the 2012-2015 United Nations Development Assistance

Framework. The PRRO underpins the National Action Plan for Poverty Reduction 2011-2014, the Disaster Management Master Plan and the national contingency plan.

WFP will provide food assistance to populations that become transiently food-insecure as a result of recurrent seasonal shocks. Emergency and early recovery activities will target disaster-affected households, as well as refugees and asylum seekers. WFP will also strengthen the capacity of the Government to mount emergency responses when shocks occur; specifically, WFP will strengthen the capacity of the National Institute for Disaster Management by building emergency preparedness and response capacity at provincial and district levels.

The PRRO is aligned to WFP Strategic Objectives 1, 3 and 5, and will contribute towards Millennium Development Goals 1 and 7.

SITUATION ANALYSIS AND SCENARIO

The Overall Context

1. Mozambique has a population of 22.4 million people, 70 percent of whom live in rural areas.¹ Two decades ago it emerged from a civil war as one of the most impoverished and capacity-constrained countries in the world. Since then, its overall economic growth has been impressive, with annual gross domestic product growth rates over 6.5 percent for the past five years. However, this has not yet translated into a proportionate reduction of poverty and food insecurity.
2. The 2011 Human Development Report ranks Mozambique 184 out of 187 countries. The HIV epidemic continues to increase, albeit at a slower pace, with a national prevalence of 11.5 percent amongst 15-49 year olds, peaking as high as 25 percent in the southern province of Gaza.² The Third National Poverty Assessment (2010) indicates that progress in poverty reduction has stagnated since 2003, with 54 percent of the population still living in poverty. The assessment also stressed the volatility of poverty levels, with the vulnerability of agricultural to weather-related shocks as one of the underlying causes.
3. Mozambique ranks third amongst African countries most affected by weather-related hazards,³ and the Global Adaptation Index ranks it the seventh most vulnerable country to climate change and other global challenges (population growth, urbanization and economic expansion) and among the 20 countries least ready to improve resilience.⁴ Climate-change studies indicate an intensifying effect on both the magnitude and frequency of such hazards, including a long-term decline in annual rainfall combined with an increase in rainfall variability.⁵ The central and southern regions of the country are the most exposed to climatic variation, natural disasters. Over 80 percent of the poor live in rural areas, of whom 61 percent are women. Their dependence on subsistence agriculture and increasingly weakened coping strategies exacerbate their vulnerability to food insecurity.
4. Drought is a critical factor for crop harvests and the main reason for depletion of income for many vulnerable households. The frequency and length of droughts are increasing and vulnerable groups struggle to recover from these recurrent disasters. Floods occur frequently during the rainy season (October-April), mainly affecting river valleys and low-lying areas. Cyclones mostly form between October and April, mainly affecting the coastline of Mozambique and occasionally move inland.

¹ The Inter-Agency Network for Education in Emergencies (National Statistical Institute), 2010.

² INSIDA. 2009. *Inquérito Nacional de prevalência, riscos comportamentais e informação sobre HIV e SIDA*

³ United Nations International Strategy for Disaster Reduction, 2009. *Global Assessment Report on Disaster Risk Reduction, United Nations International Strategy for Disaster Reduction*.

⁴ The Global Adaptation Index summarizes a country's vulnerability to climate change and other global challenges and its readiness to improve resilience. Vulnerability considers (i) three core components of vulnerability (exposure to climate-related hazards, sensitivity to their impact and capacity to cope with those impacts), and (ii) four sector indicators (water, food, health and infrastructure). Readiness is the ability of a country to absorb additional investment resources and apply them to increasing resiliency to climate change, considering three categories of readiness: economic, social and governance.

<http://gain.globalai.org/#/country/mozambique/2011>

⁵ The National Disasters Management Institute (INGC). 2009. *Climate Change impact in Mozambique*.

5. The latest Hyogo Framework for Action⁶ report notes that Mozambique has made significant progress over the past decade in reducing the number of people killed or affected by floods and droughts, as well as the associated loss of property, with the support of partners including WFP.⁷ Further investments in flood and drought response capacities are recommended, including the need to strengthen capacity at lower administrative levels.
6. Food shortages and conflict in the Horn of Africa have caused an increasingly large displacement of people, some of whom claim refugee status or political asylum in Mozambique. In 2011, the new arrivals increased the refugees and asylum seekers to 8,000, many of whom are at the Office of the United Nations High Commissioner for Refugees (UNHCR) transit camp and reliant on external assistance.

The Food Security and Nutrition Situation

7. Crop production is concentrated in the north with production in the south both lower and more erratic. While production has grown by 53 percent since 2005,⁸ poor roads and high transport costs hinder the movement of surpluses⁹ and there is an average deficit in cereals of 500,000 mt per year. Production of staple food is dominated by smallholder farmers and predominantly rain-fed so that harvests fluctuate widely from year to year. Income from farming remains very low and exposure to food insecurity high, with female-headed households more vulnerable to food insecurity.
8. The prevalence of chronic malnutrition in children under five remains very high at 44 percent,¹⁰ and higher in the north than the south due to disparities in nutritional intake, disease and teenage pregnancies. Micronutrient deficiencies of concern include iodine, iron and vitamin A.^{11 12} Acute malnutrition affects 4 percent of children under five, with AIDS a contributing factor. The national HIV infection rate is 11.5 percent with 61 percent tuberculosis co-infection among people living with HIV (PLHIV).
9. The 2009 comprehensive food security and vulnerability assessment indicates that 34 percent of the population are chronically food-insecure and deprived of an adequate diet, while 25 percent experience acute food insecurity at least once a year. Coping strategy index data from the past five years indicate the most affected districts are in the western districts of Gaza province and the southern part of Tete province.¹³
10. The frequency and intensity of coping strategies employed are greatest during the lean season (October-April), especially in the southern region. PLHIV in drought or flood affected areas are particularly vulnerable to shocks because they have reduced a productive capacity that is compounded by poor growing conditions and limited

⁶ This is the first internationally accepted framework for disaster risk reduction.

⁷ Government of Mozambique. 2011. *Mozambique Progress Report on the Hyogo Framework for Action Report*.

⁸ Southern Africa Development Community. July 2011. Food Security Update.

⁹ Famine Early-Warning System Network (FEWS-NET) September 2011 Outlook.

¹⁰ WHO, 1995. Cut-off values for public health significance. <http://www.who.int/nutgrowthdb/en>. Stunting over 40 percent is considered a “very high prevalence”.

¹¹ Multiple-indicator cluster survey, 2008.

¹² A national representative study was carried out in 2002 which showed that anaemia prevalence in children under five was 74 percent and vitamin A deficiency was 69 percent. Iron deficiency is endemic and data suggests that 30 percent of women in the reproductive age and 68 percent of children of school age suffer from iron deficiency.

¹³ Based on WFP Community and Household Surveillance system and post-distribution monitoring data.

availability of markets.¹⁴

11. A review of national vulnerability assessments undertaken by the Vulnerability Assessment Committee (VAC) under the Technical Secretariat for Food and Nutrition Security (*Secretariado Técnico para a Segurança Alimentar e Nutricional*, SETSAN) shows that while the number of people requiring humanitarian assistance has consistently decreased since 2000, over the past three years an average of 324,000 people have still required food assistance following shocks.¹⁵

Scenario

12. Records on natural disasters in Mozambique show that, over the past 52 years (1956-2008), there were 10 droughts, 20 floods and 13 tropical cyclones that caused vulnerable populations to be food insecure. This trend is expected to continue: the interventions of this protracted relief and recovery operation (PRRO) will provide predictable and reliable short-term support to food-insecure populations whose needs are beyond the capacity of the Government.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

13. The National Master Plan for the Prevention and Mitigation of Natural Calamities, developed by the National Disasters Management Institute (*Instituto Nacional de Gestão de Calamidades*, INGC) in 2006, identifies national and local actions for vulnerability reduction and emergency response. Annual contingency plans are prepared to respond to forecasted weather-related scenarios.¹⁶ Activation of a response is based on an institutionalised early warning system, which requires some strengthening to enhance its effectiveness, and an emergency law that is currently being revised. Clearly defined response thresholds to trigger the release of resources and the implementation of activities will help improve national response.
14. Acknowledging the need for long-term solutions to the problems of food insecurity - especially where there are both transient and chronic vulnerabilities - the Government has increased investment in programmes to encourage households to make structural changes and has expanded social protection interventions.¹⁷ These have been welcomed and supported by the donor community and United Nations agencies, including WFP. Through its 2012-2015 country programme, WFP is supporting the Government to address the needs of chronically food-insecure populations¹⁸ by strengthening social

¹⁴ Ministry of Health, 2010 “*Inquérito Nacional de Prevalência, Riscos Comportamentais e INSIDA 2009: Relatório Preliminar sobre a Prevalência da Infecção por HIV*”.

¹⁵ In 2010 the VAC estimated that 350,000 people would be in need of food assistance in 2011, of which 60 percent were supported by WFP.

¹⁶ Although disaggregated data on the number of beneficiaries assisted by the Government of Mozambique during periods of disasters is not available, the Office of Disaster Management has stated that in 2010, US\$2 million was spent on relief interventions in 2010.

¹⁷ The Government approved the National Strategy for Basic Social Security includes a new component - the productive social safety net which addresses the needs of the chronically food-insecure rural households, whose members will be able to work in labour-intensive projects to create productive assets for their community for four months each year for three years.

safety net systems, developing capacity in disaster risk reduction, and supporting national nutritional strategies and school feeding.

Policies, Capacities and Actions of other Major Actors

15. The main contributors to the emergency preparedness and response agenda are the Inter-Agency Standing Committee, non-governmental organizations (NGOs), the Swedish Civil Contingencies Agency, the United Nations Development Programme, and the United Kingdom's Department for International Development.
16. In addition to WFP, United Nations agencies active in the Humanitarian Country Team (HCT) and with lead clusters responsibilities include the Food and Agriculture Organization of the United Nations (FAO), United Nations Habitat, the United Nations Children's Fund, the World Health Organization, UN Women, and the Joint United Nations Programme on HIV/AIDS.
17. The United Nations Development Assistance Framework (UNDAF) 2012-2015 recognizes natural disasters in Mozambique as a major obstacle to sustainable development and the achievement of the Millennium Developmental Goals. The UNDAF Action Plan takes into account the country's susceptibility to both rapid and slow onset natural disasters. Emergency prevention, preparedness, response and recovery activities build on the successful experience of two joint programmes: (i) environmental mainstreaming and adaptation to climate change; and (ii) strengthening disaster risk reduction and emergency preparedness.
18. The Government recognises civil society networks as important contributors to humanitarian assistance programmes. NGOs and community-based organizations are represented in coordinating bodies, including the cluster system, to facilitate interventions.

Coordination

19. Multisectoral national and international humanitarian action efforts are coordinated through the Technical Council of Disaster Management (*Conselho Técnico de Gestão das Calamidades*, CTGC), chaired by INGC, that advises the Coordinating Council of Disaster Management headed by the Prime Minister.
20. The National Centre for Emergency Operations directly supervises operations at local level. The INGC has established four emergency operations centres at regional level and is also setting-up centres at provincial and district levels. These centres are the hubs for humanitarian communication and operations during disasters and contribute to improved coordination between the United Nations clusters and the Government's sectorial working groups.
21. The HCT coordinates United Nations relief and early recovery activities through the cluster system, which is integrated within the Government/INGC emergency coordination structure. WFP chairs the HCT working group, leads the emergency telecommunications cluster, the logistics cluster, and, jointly with FAO, the food security cluster, and participates in the other clusters as appropriate.

22. United Nations' assistance to refugees and asylum seekers is internally coordinated within the framework of the UNDAF sector plans. The National Institute for Refugee Assistance (INAR) led by the Government holds regular meetings to share, discuss and disseminate monitoring and assessment findings. Operational coordination takes place at provincial level.

OBJECTIVES OF WFP ASSISTANCE

23. The objectives of this PRRO are to:
- Save and protect the lives and livelihoods of food-insecure populations affected by recurrent natural disasters and population movements, through relief and early recovery assistance (Aligned to UNDAF Economic Area Outcome 3, "Effective management of natural resources and disaster risk reduction"; WFP Strategic Objective 1 "Save lives and protect livelihoods in emergencies" and Strategic Objective 3 "Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations").
 - Strengthen the surge capacity of national institutions for disaster management to more effectively manage emergency response, so that the national structures will be able to have a coordinated, timely and predictable approach to humanitarian response by 2015 (Aligned to UNDAF 3 Economic Area Outcome 3 and WFP Strategic Objective 5 "Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase").
24. The PRRO will contribute to Millennium Development Goal 1 "Eradicate Extreme Poverty and Hunger" and 7, "Ensure Environmental Sustainability".

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

25. WFP relief assistance has been effective in improving beneficiaries' dietary intake and avoiding negative coping strategies. During times of emergency, over 80 percent of female recipients were in control of the utilisation of food assistance, and targeting inclusion and exclusion errors were minimised.¹⁹
26. The Central Emergency Response Fund and WFP's Immediate Response Account helped to mobilise emergency resources rapidly, setting up logistics and communications capacities and arranging local food purchases.
27. The evaluation of the flood response in 2007 indicated that food distributions and food-for-work (FFW) interventions proved valuable in addressing the needs of fragile households after a natural disaster.²⁰ It also concluded that food assistance avoided the

¹⁹ WFP Mozambique community and household surveillance data (2005-2011). Data shows food assistance was targeted effectively with 89 percent of the sampled beneficiaries adhering to the standard selection verification criteria.

²⁰ United Nations, Mozambique *Floods 2007/08 - Lessons Learned*.

deterioration and forced sale of existing assets and, where complementary resources and technical assistance were available, FFW effectively supported the rehabilitation and/or creation of assets. The key constraint identified was the weakness of the information management system, specifically assessment data - including data collection, its dissemination and communication infrastructures.

28. This PRRO will build on these lessons, progress made in previous operations, the experience of earlier responses to floods and INGC's leadership.

Strategy Outline

Relief Activities

29. In the immediate aftermath of a sudden-onset emergency (e.g. floods), food assistance will provide life-saving support. In slow-onset emergencies (e.g. droughts) food assistance will be used as an income transfer mechanism to help prevent the forced sale of assets and allow limited household income to be invested in durable economic and social activities, thus helping recovery from transient food insecurity.
30. In both slow and rapid onset disasters, the duration and targeting of assistance will be based on the results of multi-sectoral needs assessments conducted jointly by the Government and United Nations clusters. The national register of disasters shows that emergency food assistance has been necessary every year for the last ten years, with external support needed when the Government's capacity to respond was exceeded. Food assistance is normally for a period of three months, through general food distribution (GFD).²¹

Early Recovery Activities

31. As soon as the situation allows and depending on requirements, assistance will be continued through FFW in the form of low-technology, labour-intensive activities generally lasting four months and oriented towards the rehabilitation of productive assets (e.g. the cleaning of drainage systems and excavation of water channels) to support the rapid recovery of livelihoods. FFW will enable households to recover and maintain food security until the following harvest, helping disaster victims to avoid harmful coping mechanisms. Activities will be sensitive to gender issues and will enable the participation of labour-constrained households.²²
32. While market conditions could allow the use of cash transfers to address emergency needs, and WFP has successfully piloted cash and voucher transfers in Mozambique, the National Office for Disaster Management is not in favour of using cash transfers in relief operations, based on security and other considerations. WFP may consider using cash or voucher schemes in early recovery interventions where market, security and other prerequisite conditions allow, and will explore such options during this PRRO.²³

²¹ No specific nutrition intervention are proposed in this PRRO because data analysis shows that global acute malnutrition (GAM) has remained below critical levels in disaster-affected areas; furthermore, the WFP country programme strengthens the health service capacity to address eventual surges in GAM level.

²² Labour-constrained households include the elderly, the chronically ill and other marginalized groups.

²³ WFP has undertaken a cash- and vouchers (C&V)-for-work pilot, which will be evaluated in early 2012 and guide the feasibility of using cash in this PRRO. WFP is also undertaking market assessments, a review of the capacity of existing financial institutions, and macro/ micro risk analyses; these will inform development of an operational plan for the possible scaling-up of C&V-based interventions within the social protection component of the WFP country programme.

Capacity Development:

33. Specific areas where government technical and managerial capacity need further strengthening will be identified through simulation exercises.²⁴ Contingency planning and operational planning are expected to be the main areas requiring technical assistance, which WFP will address by out-posting expertise to INGC. WFP will also support the training of the INGC Civil Protection Unit through civil-military coordination. The CTGC line ministries, particularly the Ministry of Health and Social Action, will be engaged to build the capacity of their systems and to increase ability to deal flexibly with surge requirements.
34. WFP will also work with the stakeholders to improve the tools used in emergency response management, including:
 - The implementation of a complete spatial data infrastructure.
 - Geographic information system training, satellite image analysis and knowledge transfer of information and communications technology.
 - A flood monitoring web service.
 - Training in real-time satellite image processing and its use in early impact assessments.
 - Emergency needs assessments.
 - Analysis of assessment data and further upgrading of the INGC communications network in order to bring selected sites up to operational standard – including hardware, installation and staff training.
35. WFP will assist refugees and asylum-seekers in coordination with UNHCR and the Government, in line with the global UNHCR/WFP memorandum of understanding. GFD will be provided each month to individuals at Maratane refugee camp following screening and registration by UNHCR and INAR. A joint assessment mission is planned with UNHCR and the Government in early 2012 which will further define assistance efforts.

Hand-Over Strategy

36. By the end of this PRRO it is anticipated that enhanced government emergency preparedness and response capacity will result into a corresponding decreased need for external emergency support, except in the event of major, large-scale natural disasters.
37. Emergency assistance to refugees and asylum-seekers will be progressively taken over by the Government and UNHCR as the situation stabilises and the camp population decreases below 5,000. Moreover, the implementation of the 2012-2015 UNDAF action plan, which includes WFP support to national nutritional and social protection programmes through the country programme, is expected to strengthen the flexibility and surge capacity of those programmes to cater for additional needs that might result from localised emergencies.

²⁴ 'After Action Reviews' and real-time evaluations were conducted in 2000 and 2007. Findings and recommendations have been used to identify priorities in capacity development: among them the need to continue simulations on a regular basis to cater for an increasing number of staff at decentralized level and staff turnover.

BENEFICIARIES AND TARGETING

38. The districts most prone to weather-hazards tend to be concentrated in the central and southern provinces (Gaza, Inhambane, Sofala and Tete), in arid and semi-arid areas, along the Zambezi River and along the coast. In these districts, the number of vulnerable people likely to become food-insecure following a natural disaster is estimated to be around 245,000, based on analysis of historical trends.²⁵ This forms the basis for planning figures for the PRRO requirements, with a forecasted 10 percent reduction each year factored in as INGC and government structures are expected to be able to assume a greater responsibility for the response.²⁶
39. Geographical targeting of relief food assistance under this PRRO will be guided by the nationwide quantitative and qualitative assessments carried out by VAC, under the leadership of SETSAN, usually in February, May and September each year. Data will be complemented by the Famine Early-Warning System Network (FEWS-NET) reports and additional information from Ministry of Agriculture on production and market prices.
40. In sudden-onset disasters, basic information will be collected in the first 48 hours by provincial and district CTGCs for onward transmission to INGC and partners. A more comprehensive joint United Nations and government needs assessment will be undertaken within a week, subject to physical accessibility to the affected areas. In areas recurrently affected by slow-onset disasters (such as droughts) the proportion of chronic versus transient food-insecure people requires careful consideration.
41. In affected districts, the provincial and district operational centres will identify eligible households in coordination with local relief committees comprising leaders, district authorities, women's group representatives and local NGO staff. Targeting criteria will be based on assets and harvest losses, with priority given to households with either a high dependency ratio, or headed by females, or hosting chronically ill members and orphans.
42. Refugees in Mozambique originate from the Democratic Republic of the Congo, Rwanda, Burundi and the Horn of Africa, with an influx of refugees and asylum-seekers from Somalia and Ethiopia in 2011. Following the departure of some 4,000 asylum-seekers (to South Africa or Tanzania), there are currently 8,000 refugees and asylum seekers who require WFP assistance.
 - 3,000 long-time refugees who remain partially dependant on external food assistance to meet their consumption needs.
 - 4,500 recent arrivals since April 2011 who have no sources of livelihood.
 - 500 extremely vulnerable new arrivals who are considered nutritionally-at-risk (the elderly and chronically ill).

²⁵ Based on VAC assessments from 2004-2010. The average food-insecure population in years with no natural shocks has been used as a proxy indicator for the chronically food-insecure population. The transient food-insecure population is estimated as the average of the two highest emergency peaks in recent years minus the estimated chronically food-insecure population. Furthermore, based on experience, WFP will cover 60 percent of the food-insecure population as the remainder have been supported through other partner and government programmes.

²⁶ Effective hand-over relies on two key factors: (i) the increased operational capacity of the Government to respond to disasters, which will be consolidated through training, knowledge transfers; and (ii) parallel expansion of national safety net programmes.

TABLE 1: BENEFICIARIES BY YEAR AND BY ACTIVITY

Year	Activity	Men/boys	Women/girls	Total
2012	GFD*	117 600	127 400	245 000
	FFW*	117 600	127 400	245 000
	Refugees/Asylum Seekers	3 840	4 160	8 000
	Sub-Total	121 440	131 560	253 000
2013	GFD*	105 840	114 660	220 500
	FFW*	105 840	114 660	220 500
	Refugees/Asylum Seekers	3 840	4 160	8 000
	Sub-Total	109 680	118 820	228 500
2014	GFD*	95 256	103 194	198 450
	FFW*	95 256	103 194	198 450
	Refugees/Asylum Seekers	3 840	4 160	8 000
	Sub-Total	99 096	107 354	206 450

* Relief and Early Recovery beneficiaries are the same, but will be supported sequentially.

NUTRITIONAL CONSIDERATIONS AND RATIONS

43. Evidence shows that populations affected by natural disasters are able to access part of their food requirements from other sources, mainly from extended family members not directly affected by shocks or through support from other organizations. Thus GFD and FFW activities will provide rations covering half of the recommended daily requirements.
44. For newly arrived refugees and asylum-seekers, who are invariably completely destitute upon arrival in Mozambique, food assistance is often the only source of nutrition and a full ration is necessary. Supercereal (50g/day for one to two months) will be distributed to 500 new arrivals of vulnerable refugees suffering from the effects of a prolonged journey.
45. For long-term refugees, the ration provided is smaller, based on evidence that this group is able to cover part of their needs through income from casual labour.

TABLE 2: FOOD RATION BY ACTIVITY (g/person/day)

	GFD	FFW	Assistance to long-term refugees/asylum seekers	Assistance to nutritionally-at-risk new asylum-seekers
Maize	267	267	200	400
Pulses/Beans	40	40	30	60
Vegetable oil			10	20
Supercereal*				50
Salt			5	5
TOTAL	307	307	245	535
Total kcal/day	1,090	1,090	900	2,190
% Kcal from protein	12	12	11	57
% Kcal from fat	8	8	17	38
Number of feeding days per year	90 days	90 days	360 days	360 days

* GFD is based on a partial ration, as part of the food requirements are expected to be covered through alternative sources.

TABLE 3: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)

	GFD	FFW	Long-term refugees/asylum seekers	Nutritionally-at-risk new asylum-seekers	Total
White Maize	13 975	13 975	2 938	245	31 133
Pulses	2 096	2 096	367	31	4 590
Vegetable oil			122	10	132
Supercereal				25	25
Iodised salt			38	3	41
TOTAL	16 071	16 071	3 465	314	35 921

IMPLEMENTATION ARRANGEMENTS

Participation

46. In collaboration with INGC and local authorities, WFP will continue to foster community participation in planning and implementing activities to ensure equitable sharing of resources and benefits. The selection of beneficiaries and food distribution modalities will be in close coordination with the local relief committees.

Partners

47. Partnerships between WFP and INGC, SETSAN, Ministry of Women and Social Action, the Ministry of Agriculture and the Government at provincial and district levels will ensure a coordinated and well-informed approach to interventions.

48. WFP continues to work to improve logistics, programme coordination and capacity support for community-based organisations through umbrella arrangements with NGO partners possessing adequate logistics infrastructure and technical capacities. Cooperating partners in recovery activities will receive training on gender and HIV issues.

Environmental Impact

49. Environmentally destructive coping mechanisms and income-generation activities - such as tree cutting for the production and sale of charcoal - are expected to be reduced by the FFW activities in the aftermath of natural disasters. Activities such as tree planting, water conservation and erosion control works will have positive effects for the environment. WFP will collaborate with specialized technical agencies and partners to ensure actions are environmentally sound and secure a positive impact on the target area.

Procurement

50. Wherever possible, food will be procured locally, including from smallholders in the central and northern districts of Mozambique where there is a potential to produce surplus food. Other areas may also be considered to facilitate linkages with the FFW activities. The INGC will arrange for import duty exemption and the waiving of customs clearance payments for imports.
51. Since 2010, between 65-75 percent of WFP's food requirements have been sourced locally. WFP aims to support national agriculture, industrial development and intra-regional trade whenever possible. The current trade policy environment will assist and encourage participation by WFP in local commodity markets. There are no official import restrictions but the Government discourages imports of vegetable oil, salt and sugar.

Logistics

52. WFP will contract logistics services directly and deliver commodities to district level for distribution by government counterparts or NGOs as per field-level agreements. Commodities will be supplied from the closest possible source, minimising internal transport requirements and improving cost effectiveness. The average cost for landside transport, storage and handling is US\$175.51 per mt.

PERFORMANCE MONITORING

53. WFP will pursue: i) process and output monitoring, which informs real-time programme adjustments according to changing circumstances; and ii) performance monitoring, which captures programme outcomes and impact, and used to evaluate cost-effectiveness. An effective monitoring system, established under the previous PRRO, will be further refined during the PRRO.
54. Outcome-level results will use a bi-annual quantitative household survey and qualitative assessments, the format of which was updated in 2011 to streamline data collection and reduce costs.

Where necessary, WFP will provide support to partner institutions responsible for programme implementation in the areas of planning, design, implementation and monitoring. Through the cluster system, WFP will promote joint monitoring with counterparts for relief activities.

55. In collaboration with FEWS-NET and other government and United Nations partners, WFP and FAO will continue to provide technical support and innovative methods to improve the accuracy of VAC estimates to enable better targeting. Emergency food security assessments will continue to be coordinated by VAC under SETSAN, working with INGC and other government institutions and partners.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Contextual risks:

56. A major destructive natural disaster, such as the floods and cyclones in 2000 and 2007, would cause widespread destruction of infrastructure and severely limit access by humanitarian actors. The national contingency plan for disaster preparedness and response is prepared annually by the Government and coordinated by INGC. It is based upon the forecasts made by the Southern Africa Regional Climate Outlook Forum and the National Institute of Meteorology. All sectors at national and provincial level, the HCT, including its clusters, some donors and NGOs participate in this exercise. It ensures that all preparedness and emergency response interventions of the development partners are aligned and well integrated into the national disaster management structures.
57. A WFP contingency plan concentrates on internal resources and coordination mechanisms that support the Government and the INGC, as well as WFP's role in cluster coordination. WFP supports the contingency planning process within the Government at both national and provincial levels by providing support personnel at all stages of the process and with funding where deemed necessary and appropriate. In the event of a major natural disaster, WFP would scale-up its response under the PRRO, and introduce a special operation for logistics augmentation if needed.

Programmatic risks:

58. This PRRO assumes that the schedule for increased coverage of the Basic Social Security Programme, especially the Productive Safety Net component, assisted by WFP's country programme will be achieved. The implementation schedule may test both the government budget and the administrative capacity of the provincial and district structures of the Ministry of Women and Social Action.

Institutional risks:

59. Activities in this PRRO aim to build greater government ownership. The political and economic environment have a direct impact on government priorities and budgets and therefore on the ability of WFP to hand over the management of all emergency response and early recovery activities to INGC and other government structures. The ability and willingness of the 'Group of 19' direct budget support donors to create one common fund

to respond to emergencies will be critical.²⁷

SECURITY CONSIDERATIONS

60. Mozambique is a Security Level 1 operating environment. All WFP offices in Mozambique comply with minimum operating security standards and staff members are trained in security awareness. A United Nations Department of Safety and Security assessment in September 2011 concluded that the WFP operation in Mozambique was 92 percent compliant with mandatory security standards.

RECOMMENDATION

The proposed PRRO “Assistance to Disaster Affected and Vulnerable Groups” at a total cost to WFP of US\$29.6 million is recommended for approval under the authority delegated to the Executive Director.

APPROVAL

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Josette Sheeran
Executive Director
United Nations World Food Programme

Date:.....

²⁷ The G19 or Programme Aid Partners include: the African Development Bank, Austria, Belgium, Canada, Denmark, the European Commission, Finland, France, Germany, Ireland, Italy, the Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, the United Kingdom and the World Bank.

ANNEX I-A

PROJECT COST BREAKDOWN			
Food ²⁸	Quantity (mt rounded)	Value (US\$)	Value (US\$)
Cereals	31 132	11 543 725	
Pulses	4 590	2 992 083	
Oil and fats	132	279 240	
Mixed and blended food	26	19 623	
Others	41	10 762	
Total food	35 921	14 845 433	
Subtotal food and transfers			14 845 433
Landside transport, storage and handling			6 446 048
Other direct operational costs			2 597 658
Direct support costs ²⁹ (see Annex I-B)			3 755 842
Total WFP direct costs			27 644 981
Indirect support costs (7.0 percent) ³⁰			1 935 149
TOTAL WFP COSTS			29 580 130

²⁸ This is a notional food basket for budgeting and approval. The contents may vary.

²⁹ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

³⁰ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	1 092 323
Local staff - national officers	456 512
Local staff - general service	276 025
Local staff - temporary assistance	666 460
Local staff - overtime	12 400
International consultants	392 340
Staff duty travel	266 500
Subtotal	3 162 560
Recurring expenses	
Rental of facility	71 793
Utilities	18 150
Office supplies and other consumables	65 400
Communications services	64 864
Equipment repair and maintenance	18 525
Vehicle running costs and maintenance	85 650
Office set-up and repairs	61 050
United Nations organization services	90 000
Subtotal	475 432
Communications equipment	46 000
Local security costs	71 850
Subtotal	117 850
TOTAL DIRECT SUPPORT COSTS	3 755 842

(Authors of documents are requested not to use formulae in tables or in the text.)

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1.1 Improved food consumption over assistance period for targeted emergency-affected households (Relief beneficiaries & vulnerable refugees & new arrivals)	➤ Household Food Consumption Score Target: percentage of households with food consumption score 21/42 in 100% of targeted households Source: annual survey	National strategies will seek integrated approaches allowing expanded recovery and social-protection programming for disaster response. The political and economic environment have a direct impact on Government priorities and budgets and therefore on the ability of WFP to hand over the management of all emergency response and early recovery activities to INGC and government structures. The ability and willingness of the Group of 19 direct budget support donors (G19) to create one common fund to respond to emergencies is critical.
Output 1.1 Food and non-food items distributed in sufficient quantity and quality to target groups of women, men, girls and boys under secure conditions	➤ Number of women, men, girls and boys receiving food and non-food items, by category and as % of planned figures Target: above 60% ➤ Tonnage of food distributed, by type, as % of planned distribution Target: above 80%	
Results	Performance indicators	Risks, assumptions
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
Outcome 3.1 Adequate food consumption over assistance period for targeted households and communities. (Early Recovery Beneficiaries & long-term refugees)	➤ Household food consumption score Target: percentage of households with food consumption score that exceed 35/42 (Source: annual monitoring/survey data) ➤ Coping Strategy Index Target: Coping Strategy Index decreased from base level	Reliability of WFP's contribution to joint programme opportunities with Government, civil society and other United Nations agencies may be impaired by resource and food supply limitations. The political environment, strategic priorities and budget allocations support hand-over of management of food-based support programmes to government counterparts.



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
Output 3.1 Food and non-food items distributed in sufficient quantity and quality to target groups of women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food and non-food items, by category and as % of planned figures Target: above 60% ➤ Tonnage of food distributed, by type, as % of planned distribution Target: above 80% ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned distribution Target: above 60% ➤ Number of community assets restored by targeted communities and individuals, by type and unit of measure ➤ Number of women and men trained in livelihood-support thematic areas Target: 50/year 	
Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase		
Outcome 5.2 Progress made towards nationally owned hunger solutions	<ul style="list-style-type: none"> ➤ National Capacity Index Baseline: 10 Target: 16 (Agreement signed with the Government/ INGC with flexible strategy to absorb emergency recovery needs by 2013) 	
Output 5.1 Developed capacity and awareness through WFP-organized actions/training	<ul style="list-style-type: none"> ➤ Number of people trained, disaggregated by gender and category on Emergency Food Security Assessment/ Emergency Nutrition Assessment; emergency telecommunications and emergency response (WFP, the Government and partner staff). Target: 100 people trained 	





ACRONYMS USED IN THE DOCUMENT

CTGC	<i>Conselho Técnico de Gestão das Calamidades</i> (Technical Council of Disaster Management)
FAO	Food and Agriculture Organization of the United Nations
FEWS-NET	Famine Early-Warning System Network
FFW	food for work
GFD	general food distribution
HCT	Humanitarian Country Team
HIV	human immunodeficiency virus
INAR	National Institute for Refugee Assistance (<i>Instituto Nacional de Refugiados</i>)
INGC	<i>Instituto Nacional de Gestão de Calamidades</i> (National Disasters Management Institute)
NGO	non-governmental organization
PLHIV	people living with HIV
PRRO	protracted relief and recovery operation
SETSAN	<i>Secretariado Técnico para a Segurança Alimentar e Nutricional</i> (Technical Secretariat for Food and Nutrition Security)
UNDAF	United Nations Development Assistance Framework
UNHCR	Office of the United Nations High Commissioner for Refugees
VAC	Vulnerability Assessment Committee