

Protracted Relief and Recovery Operation – Malawi 200460

Food Assistance to Refugees in Malawi	
Number of beneficiaries	25 614
Duration of project	24 Months (1 June 2013 – 30 May 2015)
WFP food tonnage	8 816
Cost (United States dollars)	
WFP food cost	3 809 147
WFP cash/voucher cost	-
Total cost to WFP	5 410 434

EXECUTIVE SUMMARY

- Malawi has been hosting refugees for over two decades. This is mainly due to political instability and social unrest in the Great Lakes and the Horn of Africa regions. Prolonged conflicts in countries from these regions have resulted in a continued flow of refugees into the country. Through protracted relief and recovery operation 200460, WFP plans to continue to provide assistance to an estimated 23,400 camp-based refugees mainly from Burundi, Democratic Republic of Congo, Ethiopia, Rwanda and Somalia. In addition, host communities will be targeted with food assistance for assets during the lean season between October and March.
- According to the 2012 Joint Assessment Mission conducted by the Office of the United Nations Commissioner for Refugees, WFP and the Government of Malawi, 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.
- In 2012, the Office of the United Nations Commissioner for Refugees and WFP carried out a feasibility study on cash and voucher-based assistance. The study found that due to a lack of structured market activities to support cash or voucher-based assistance programmes, in-kind food assistance remains the only suitable transfer modality for the refugee programme.
- The operation will therefore continue provision of food assistance to refugees through general food distributions in the Dzaleka Refugee Camp and at the Karonga Transit Shelter, while introducing specialized nutrition products to address micronutrient deficiencies. The operation will also seek to address massive deforestation around Dzaleka Camp due to excessive cooking fuel demands of the camp population.

- The overall goal is to contribute towards achieving and maintaining food security among refugees settled in the officially designated camp while addressing micronutrient deficiencies in children under two with special emphasis on anaemia (Strategic Objective 1: Save lives and protect livelihoods in emergencies). This project also aims to protect the environment and livelihoods of the surrounding communities with particular focus on food-insecure households (Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations).
- WFP will implement the project in collaboration with the Government through the Ministry of Home Affairs Department of Refugees, the Office of the United Nations High Commissioner for Refugees, the Malawi Red Cross Society and other stakeholders who are providing assistance to refugees in the country.
- Implementation of the project will draw on best practices and lessons learned from the joint impact evaluations carried out in 2011-2012 by the Office of the United Nations High Commissioner for Refugees and WFP on the contribution of food assistance to durable solutions in protracted refugee situations.
- The Office of the United Nations Commissioner for Refugees and the Government

have agreed to apply the Cessation Clause¹ from mid-2013 for approximately 800

Rwandans, and voluntary repatriation will be offered to them. In the event that there is an increase in the number of refugees voluntarily repatriating to their countries of origin, or resettling abroad, WFP will automatically adjust the food requirements downwards to reflect changes in the refugee population. The Government 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.

- While Malawi generally offers a favourable protection environment for refugees, recent developments indicate signs of fatigue and changing attitudes. In 2012, The Office of the United Nations Commissioner for Refugees registered an increase in cases of violence affecting, or involving, refugees in the country.

¹ The Cessation Clause refers to the 1951 Refugee Convention, which revokes a person's refugee status and the related protection and assistance.

SITUATION ANALYSIS

Context

1. Malawi shares borders with Mozambique to the east; Zambia to the west and Tanzania to the north and northeast. Malawi's geographical location and peaceful, democratic environment attracts both migrants and refugees from surrounding countries. Most of the current refugee population in Malawi come from the Great Lakes Region. The majority of Rwandan and Burundian 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) has produced a steady flow of new refugees into Malawi since 2011, averaging 200 people per month. Malawi is also a major transit route for migrants intending to reach South Africa, mainly young males from Somalia and Ethiopia.
2. The refugees are currently hosted at one inland camp only, Dzaleka, in the central region. The 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, given that a camp in the southern region was closed in 2009 and its residents transferred to Dzaleka.
3. A refugee population verification exercise conducted in April 2012 established the total camp population at 14,600 of which 47 percent were female. By August 2012, the camp population was estimated at over 15,600 people, maintaining the same gender proportion. According to UNHCR projections, refugee numbers will continue to rise in the foreseeable future, and are expected to reach over 23,000 in 2015. This is owing to a continuous flow of refugees from the DRC, coupled with natural population growth.
4. Forest products, such as firewood, grass and charcoal, inevitably provide the host community with one of their main sources of livelihood, and this is perpetuated by the growing market demand the refugee population provides². Chronic poverty and the high level of environmental degradation in the area surrounding the camp, especially deforestation, have put the rural host communities in an increasingly vulnerable position, particularly during the lean season (October to March). Competition for natural resources and perceived imbalances³ in levels of food security have, on several occasions, resulted in tensions between refugees receiving WFP assistance and host communities who remain vulnerable to food insecurity.
5. The situation was exacerbated in 2012 by increased social and economic challenges following the recent devaluation and floatation of the local currency coupled with a rising inflation rate that has made it difficult for people to meet their basic needs. In March 2013, inflation reached the historically high level of 37.9 percent while food prices rose by 15 percent. There were unprecedented increases in maize prices (maize is the staple food commodity) of 177 percent in 2012 with even higher increases in some localized markets. Moreover, fuel prices have doubled since 2012 which further contributed to the increase in the costs of various essential commodities. Continued economic hardships have further exacerbated the vulnerability levels of the poor. This

²The additional demand for forest products posed by refugees creates a market for the host community but puts extra pressure (competition) on the degraded forest resources.

³Focus group discussions with the host community reveal that community members have become more food insecure over time, especially during the lean months, citing the issue of land degradation as a primary cause.

will likely have a major impact on the host community's food security status, further increasing the contrast with the camp population which may be relatively sheltered through food assistance.

The Food Security and Nutrition Situation

6. Government restrictions on freedom of movement, local integration and wage-earning opportunities have a negative impact on the refugees' ability to become self-reliant. According to the results of the 2012 Joint Assessment Mission (JAM), food distributed by WFP represents as much as 75 percent of the food consumed by refugees, indicating that they are heavily reliant on food assistance. Female-headed households are even more reliant on food assistance (80 percent) than male headed households. Some refugees manage to supplement their food needs with crops that they produce themselves or through operating small businesses within the camp. The contribution of farming to food security is minimal due to small garden plots⁴, the inadequate supply of water, fertilizer and seeds, as well as erratic rainfall. Hence, the prospect for refugees to meet part of their basic food needs through their own production is extremely low. Refugees are also restricted from access to formal employment or from running businesses outside the camp environment unless they have a business license, which is prohibitively expensive for them. As a result, their sources of income are limited to activities within the camp, thereby making it difficult for them to attain any meaningful level of self-reliance.
7. The 2012 JAM confirmed that levels of malnutrition within the camp in children under the age of 5 have consistently remained low, and the few reported cases have received adequate treatment. Global acute malnutrition rates at 1.4 percent (2.3 percent for girls and 0.5 percent for boys), severe acute malnutrition at 0.3 percent (0.6 percent for girls and no reported cases for boys) and stunting at 29 percent (29.9 percent for boys and 28.1 percent for girls) all stand below thresholds for intervention. However, iron deficiency anaemia in children was found to be high at 41.2 percent, above the 40 percent critical threshold for intervention. This may be correlated to low consumption of iron-rich foods among this group, despite provision of Supercereal in the general food ration during the previous refugee operation. Total anaemia among non-pregnant women was found to be relatively low at 16.8 percent.
8. UNHCR supports the Ministry of Health (MoH) in overseeing the health centre at Dzaleka Refugee Camp, which provides health and nutrition-related services to both refugees and the surrounding communities. The health centre provides outpatient, maternity and emergency services. In the event of any complications, patients are referred to the nearest district hospital for specialised treatment. Health services, including drugs and treatment, are free-of-charge both at the camp and in the Dowa district where the camp is located. The public health system also monitors the nutrition and health situation in the camp.
9. While nearly 100 percent of refugees have access to improved drinking water sources, over 60 percent use communal latrines that are largely in need of rehabilitation or are poorly maintained. Garbage collection and disposal also remain a big challenge. The

⁴The Government of Malawi allocated some land (not exceeding 0.5 acres) inside the camp to households with 7 or more people for crop cultivation. About 15 percent of the refugees have received such small plots of land.

layout of the camp and uncontrolled house construction has had a detrimental impact and complicate sanitation interventions. A housing policy is being established by the Ministry of Home Affairs (MoHA) which will aim to address some of these issues.

10. Host communities are chronically food insecure, with food insecurity levels peaking during the lean season. Environmental degradation, especially massive deforestation, is recognized as a major factor contributing to both food insecurity, and increased hostility between the refugees and their host community. Vulnerability recently increased as a result of adverse weather conditions with delayed and erratic rains reducing crop production levels. Moreover, worsening economic conditions have left nearly 2 million people (13 percent of the population) in need of emergency food assistance in 2012/2013. Therefore, in this PRRO, it will be necessary for WFP to involve the host communities in lean season food assistance for assets (FFA) activities through an in-kind food transfer modality⁵ such as reforestation, in order to mitigate the high level of environmental degradation in the area as well as address increased levels of vulnerability.

The Protection situation

11. The disparate nature of the population in the camp, with cultural and religious variations between the groups, makes the camp susceptible to a variety of social problems and protection concerns. Lack of trust, abuse, and physical and verbal assault are common, with women and children often the main victims.
12. According to the 2012 JAM report, sexual and gender based violence (SGBV) remains a concern, despite efforts to address this issue; survival sex, early pregnancy, wife battering, and a high dropout rate from school on the part of girls require immediate action. Furthermore, witchcraft and other harmful practices are adding to the social problems. A Gender Based Violence (GBV) committee has been set up with 40 members to counsel and individually assist victims, but the lack of a temporary shelter for the victims poses a challenge. In order to address this WFP, UNHCR & Jesuit Refugee Services (JRS) have initiated a pilot project which aims at addressing gender based violence through community mobilization and behaviour change.
13. Child protection is another challenge, because of the camp's limited capacity to offer a protective environment for child growth and development. Orphans living alone face major challenges in meeting their day-to-day needs, and those living with foster families may be subject to discrimination and abuse. To improve the protection environment, WFP will lobby with all stakeholders to increase training and awareness-raising on child protection issues.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

⁵For this project, all FFA activities will take place through an in-kind food transfer modality.

14. Malawi is a signatory to international instruments governing the rights and protection of refugees, including the 1951 Geneva Convention and its 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.
15. The Government of Malawi, through the MoHA, is the main body responsible for handling refugee issues. The MoHA is responsible for the establishment and maintenance of all refugee camps and transit shelters, determines the status of refugees/asylum-seekers coming into Malawi and is tasked with providing for their well-being and security.
16. Although Malawi has agreed to the various refugee conventions, it has done so with a number of reservations, some of which hinder efforts of refugee populations towards local integration and self-reliance. Consequently, refugees lack viable alternative livelihood options. Any break in food assistance will significantly increase risks of under nutrition thereby forcing refugees to resort to negative coping behaviours. WFP food assistance therefore remains the single most reliable livelihood source for refugees for the time being and for the foreseeable future.
17. WFP is promoting the use of micronutrient powders (MNP) for refugee children under the age of two, given high levels of anaemia found in this group. The Government of Malawi is moving toward a policy framework and an implementation protocol for the use of MNP. WFP will introduce MNP in the ration for children under two once approval is granted by the Government. WFP is advocating with the Government to accelerate policy approval to allow immediate use of this product in the camp.

Policies, Capacities and Actions of other Major Actors

18. WFP will work in collaboration with UNHCR as they provide support to the refugees through the provision of various non-food items. The Malawi Red Cross Society (MRCS), JRS, and Mary's Meals are some of the main non-governmental organizations (NGOs) that are assisting the Government in the implementation of refugee programmes in the areas of agriculture, education and social welfare, with substantial operational and material support from both UNHCR and WFP.

Coordination

19. Coordination of the refugee operations is jointly performed by UNHCR and MoHA, with MoHA representing the Government. In conjunction with the MRCS, the main NGO cooperating partner, the MoHA also manages the warehouse, receives deliveries, provides storage, and distributes food commodities to the refugees residing in camps. WFP provides overall coordination for the provision of relief food assistance to refugees and asylum seekers.
20. WFP also co-leads the Agriculture and Food Security Cluster in the country making it responsible for food assistance operations whenever a humanitarian emergency requires a joint response from United Nations agencies and the humanitarian community. From the United Nations side, all clusters are coordinated by the Humanitarian Country Team.

OBJECTIVES OF WFP ASSISTANCE

21. The overall goal of this PRRO is to contribute towards achieving and maintaining food security and nutrition among refugees settled in the officially designated camp, while

protecting the environment and livelihoods of the surrounding communities, with particular focus on food-insecure households during the lean season.

22. Specifically, the objectives of the operation are to:

- Enable refugees to meet minimum levels of food security (Strategic Objective 1);
- Prevent and reduce micronutrient deficiencies in children under two with special emphasis on anaemia (Strategic Objective 1);
- Support the re-establishment of the livelihoods of host communities and reduce environmental degradation in the surrounding areas (Strategic Objective 3).

23. The PRRO is designed with strong coherence to the WFP Gender Policy and in compliance with the requirements of the Gender Marker⁶ by:

- Contributing to refugee women's control of food assistance at household level by making sure that ration cards are issued in the name of a senior female family member, where applicable;
- Ensuring that gender equality is mainstreamed in all PRRO activities as a cross-cutting issue, including access to training activities on sexual and gender based violence and equality in staffing; and
- Ensuring that women are equally involved and benefit at least equally in asset-creation committees and decision-making processes.

24. The PRRO will also aim to implement the six main policy objectives of the 2012 WFP Humanitarian Protection policy in order to contribute to WFP's immediate and longer term protection agendas.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

25. Until July 2002, refugees received food aid directly from UNHCR under its Care and Maintenance Assistance Programme. WFP took over responsibility for the resourcing and supply of food in July 2002 following a joint registration exercise that confirmed that the refugee population had exceeded 5,000. The number of refugees assisted annually averaged over 12,000. WFP's operation in 2002 was implemented under emergency operation (EMOP) 10152 followed by PRRO 10309 that ended in 2006. The most recent PRRO 200087, which covered the period January 2010-May 2013 (and recently extended by two months), is an extension to previous refugee operations since 2007.

26. WFP's assistance focused on provision of general food distributions. PRRO 200087 also had a FFA component intending to support livelihood activities related to environmental rehabilitation schemes in host communities. However, the FFA component could not be implemented under PRRO 200087 due to funding constraints.

27. Parallel to the refugee operation, WFP is implementing another protracted relief and recovery operation in 16 districts in the Southern and Central regions of Malawi (PRRO 105860), which provides assistance to food-insecure Malawians suffering from the effects of natural disasters. It implements development activities under its Country Programme 200287 which includes school meals, nutrition and disaster risk

⁶ This project is given a Gender Marker code 2A indicating that gender is adequately mainstreamed.

reduction activities.

Strategy Outline

28. The proposed PRRO will enable implementation of relief for refugees, livelihood support and environmental rehabilitation in host communities. A total of 97 percent of food requirements will be targeted to support relief interventions while the remaining 3 percent will be used for livelihood support.
29. In line with lessons learned from the 2011-2012 impact evaluations⁷ carried out by UNHCR and WFP on the contribution of food assistance to durable solutions in protracted refugee situations, and as set out below, the two organizations will continue to discuss with the Government and other key partners, ways to further self-reliance among refugees. These will include improved nutrition interventions, innovations in food procurement, support for livelihoods, and the possibility to pilot and adopt new approaches and tools which go beyond in-kind food assistance.

Relief

30. 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 food source representing, on average, 75 percent of food consumed by refugees. The JAM has therefore recommended continuation of food assistance to all refugees in Dzaleka camp. The Government does not provide sustained food assistance to refugees due to limited financial resources and other overriding national priorities. As such, WFP will continue supporting the Government with the provision of food assistance to refugees residing in the Dzaleka Refugee Camp and the Karonga Transit Shelter.
31. The 2012 JAM found that a significant proportion of the food basket was sold to purchase other preferred food items. The JAM also noted that refugee complaints about food assistance primarily focused on refugee preference for maize meal and red or white beans to pigeon peas. The preference of refugees for maize meal and red or white beans will be considered pending funding availability (these commodities are more expensive), as well as the possibility to locally procure red or white beans in Malawi.
32. The use of cash or voucher-based assistance to refugees was considered. In this regard, as part of the 2012 JAM, WFP and UNHCR undertook a feasibility study on introducing different transfer modalities for refugee assistance. However, the study found that there were no structured market activities to support a cash or voucher-based food assistance programme for a refugee population that is confined to live within the boundaries of the camp. The camp is isolated from the main towns. Furthermore, the current economic environment following the devaluation of the local currency is not conducive⁸ to a cash or voucher-based programme. For these reasons, UNHCR and WFP decided that in-kind food transfers were the only suitable transfer modality for this programme at this time (and not market-based assistance or a combination of market-based and in-kind assistance). Nevertheless, WFP will carry out another feasibility study to determine if the situation still holds. The situation will also be regularly monitored during the project implementation period and any

⁷ WFP/EB.1/2013/6-C, February 2013

⁸ Since the devaluation of the local currency in May 2012, the market economy is experiencing unpredictable price/inflation conditions.

adjustments will be effected accordingly through a budget revision, and in agreement with relevant stakeholders.

33. All camp-based refugees will receive general food rations. The ration will be modified to address nutrition deficiencies among children and meet refugee preferences as funding permits.
34. WFP will put in place an appropriate behavioural change communication (BCC) strategy and implementation plan to ensure proper utilization and monitoring of consumption of Super Cereal and Super Cereal +. Through the programme, WFP and partners will conduct community meetings, focus group discussions and display printed materials (such as posters at the distribution site and flyers) to create general awareness. WFP will complement these initiatives through home visits to reinforce practical behaviour change on infant and young child feeding (IYCF), to provide further training on how to best prepare the nutritious products for optimal impact, and for other nutrition-related topics.

Livelihood Support

35. 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. Hostilities between the two communities have increased due to recent social and economic difficulties in the country, with more cases of theft and violence reported, affecting or involving refugees. The situation is exacerbated by the competition between these two groups for relatively scarce natural resources, given increased levels of vulnerability to food insecurity of the host community, particularly during the lean season.
36. Therefore, in this PRRO, WFP will engage the host communities in lean season FFA activities, adopting strategies laid out in the Safe Access to Firewood and Alternative Energy (SAFE) approach. These FFA activities may include reforestation and land conservation combined with the production and use of fuel efficient stoves and promotion of alternative fuels to mitigate the high level of environmental degradation in the area that is aggravated by competition over firewood and charcoal by both the refugee and the host populations. WFP and its partners will also explore other technologies that can be effectively applied to protection, livelihood and environmental needs in order to leverage the impact of the SAFE approach in mitigating the risk of SGBV. SAFE information, education and communication materials will be produced to support more effective adoption of the promoted technologies.
37. UNHCR is engaged in activities that promote alternative sources of energy for cooking, and hence the FFA activities would complement these initiatives. WFP will target only those beneficiaries targeted by UNHCR. Refugees will not be directly involved in the implementation of FFA activities but will benefit by accessing fuel efficient stoves and other alternative energy sources produced as a result of the FFA implementation. Provisions have been made in the budget by WFP to cover the cost of non-food items related to the FFA implementation.

Hand-Over Strategy

38. In 2013 UNHCR plans to intensify efforts on sensitization, with a commitment to return refugees through voluntary repatriation. The 800 Rwandans affected by the

invocation of the Cessation Clause⁹ and voluntary repatriation are expected to remain Persons of Concern to UNHCR at least until the end of 2013. The resettlement option continues to be explored, however the number of refugees eligible for resettlement remains minimal and only open to those who have pressing protection needs, with preference given to those who have stayed longer in the camp. In the event that there is an increase in the number of refugees voluntarily repatriating to their countries of origin or resettling in countries abroad, WFP will automatically adjust the food requirements downwards to reflect changes in the refugee population.

39. WFP will continue to support UNHCR's efforts for the development and implementation of the Refugee Policy that will change existing legislation that restricts refugees' rights and privileges. In the event that the Government lifts restrictions on refugee access to formal employment or trade outside the camp - thus raising 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.
40. The planned FFA activities will be implemented in collaboration with relevant government counterparts. WFP and its NGO partner will work with the government extension workers from the Departments of Forestry, Public Works, Land Resource and Conservation as well as the Directorate of Planning and Development at the district level to implement these activities. Collaboration with government counterparts will enable an effective hand-over when WFP support to refugees phases out. WFP is also exploring partnerships with the Food and Agriculture Organisation (FAO) to build on comparative strengths, and ensure sustainability of these initiatives.

BENEFICIARIES AND TARGETING

41. Determination of refugee status continues to be administered by the MoHA with technical and financial support from UNHCR. Beneficiaries of WFP food assistance during the lean season include camp-based refugees and chronically food-insecure members of the host communities. According to UNHCR projections, refugee numbers will continue to rise in the foreseeable future, reaching over 23,000 in 2015.
42. The refugee demography in Malawi is slightly skewed, with males comprising about 53 percent of the total population. The majority of the camp residents are young people, whose time and energy are not effectively used. Children (<18 yrs) represent 51 percent of the population. Elderly people (>60 yrs) represent 1.1 percent of the total camp population.
43. Given that most of the refugees have little, if any, alternative food sources or income opportunities to purchase food, a full food basket will be provided to meet their daily energy and nutrition requirements. However, the composition of the food basket and ration size will be modified to meet refugee preferences, as funding allows, and to meet the nutrition needs of vulnerable groups. The PRRO for the first time includes Supercereal + for children under two years old as a measure to address high levels of anaemia in the camp. This move is also to complement the efforts of the MoH and

⁹With an official declaration that conditions in the refugee countries of origin no longer justify international protection, large numbers of refugees voluntarily repatriate. In circumstances where refugees refuse to avail themselves of the protection of their countries of nationality without compelling reasons, UNHCR or a State may issue formal declarations of general cessation of refugee status for a particular refugee population in accordance with Article 1C of the 1951 Convention, the 1969 Organization of African Unity (OAU) Convention and the Statute of UNHCR.

UNHCR, both of whom currently provide nutritional supplements at the camp in the form of routine medications, or supplements such as vitamin A, iron, foliate, and albendazole for intestinal worm treatment.

44. A food committee chaired by WFP and consisting of representatives from the camp administration, UNHCR, and MRCS have determined beneficiary targeting and food distribution modalities for this programme.
45. FFA is planned for 6 months during the lean season (October to March) for 400 participants in host communities, of which 50 percent will be women. Based on an average household size of 5.5 people, FFA will support 2,200 beneficiaries each month. The number of FFA participants was reached through consultations with village chiefs, the Government and UNHCR. Although this is a portion of the overall food insecure population identified in the 2012 Malawi VAC assessment, this number can be scaled up through a budget revision when additional funding becomes available. The selection of assets to be rehabilitated and restored (such as tree nurseries for reforestation, erosion control) will be determined by WFP's cooperating partner through community-based participatory planning. Those assets that will directly benefit women and adolescent girls and reduce their seasonal hardships will be prioritized for implementation. FFA participants will receive a 30 day family ration for working 20 days per month, for the 6 months of the lean season. Prior to the start of the second year of FFA, follow-up assessments will be conducted at the onset of the lean season to readjust any community priorities and participant targeting.
46. Gender awareness activities will be undertaken to help participants divide activities so that there is a suitable division of roles and activities between males and females. This will ensure these activities do not place a high burden on women, or distract people from their agricultural, child care or other activities.
47. The cooperating partner (CP) for the FFA programme will be chosen based on WFP selection criteria already being applied under the Joint Emergency Food Assistance Programme standards. This partner will conduct assessments in the communities surrounding the camps and, together with members of the community and village leaders, will identify participants for FFA activities.

Activity	Boys/men			Girls/women			Total		
	2013	2014	2015	2013	2014	2015	2013	2014	2015
General Food Distribution	9,372	11,112	12,852	8,042	9,301	10,562	17,414	20,413	23,414
FFA	1,100	1,100	1,100	1,100	1,100	1,100	2,200	2,200	2,200
TOTAL	10,472	12,212	13,952	11,745	10,401	11,662	19,614	22,613	25,614

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS

48. The food basket will be comprised of cereals, pulses, vegetable oil and Supercereal. These have been selected and recommended by UNHCR and the Government as they represent culturally acceptable food items. WFP is continuing provision of Supercereal in the food basket to ensure consumption of micronutrient rich foods until the cash and voucher feasibility study is done and the possibility of cash or voucher is introduced,

or until the cereals in the food basket are fortified. Super Cereal + (in lieu of Super Cereal) will be provided for children under the age of 2 in an effort to address high levels of anaemia in the camp. However, Supercereal + will be replaced with MNP following Government policy approval for use of this product in Malawi.

49. The food ration for the refugee beneficiaries has been set to provide an energy value of 2,164 kcal per person per day. Children aged 6 to 23 months will receive a daily ration of 100 g Supercereal + to address micronutrient deficiencies, and to meet the daily recommended nutritional intake for this group.

50. Maize and pulses will be provided to beneficiaries of FFA activities. The value of the monthly food ration for the FFA target population is US\$ 26.25 per household which is in line with FFA payment levels provided by the Government. The food basket for both activities is presented in Tables 2 and 3 below.

	General Food Distribution	Nutrition ¹⁰	FFA/Food
Maize	450		450
Pulses	50		50
Vegetable Oil	25		-
Supercereal	50		-
Supercereal +		100	
Cash/voucher (US\$/person/day)	-		-
TOTAL	575	100	500
Total kcal/day	2,164	394	1,743
% kcal from protein	11.8	25	12.6
% kcal from fat	19.4	23.2	9.6
Number of feeding days per month	30 days/month	30 days/month	30 days/month during lean season

	General Food Distribution	Nutrition Ration	FFA/Food	Total
Maize	6,532.97		356.44	6,889.41
Pulses	725.89		39.61	765.50
Supercereal	652.98		-	652.98
Supercereal +		145.82		145.82
Vegetable Oil	362.94			362.94
Cash/voucher (US\$)	-		-	-
TOTAL	8,274.78	145.82	396.05	8,816.65

¹⁰ Ration (to address anaemia in children under 2 years old).

IMPLEMENTATION ARRANGEMENTS

Participation

51. Community-based participatory planning will be used to identify, design, implement and manage FFA projects. Women will continue to play a key role in the food management and distribution process. Women appointed as group leaders of food committees ensure the needs of the community are heard by camp management and, in collaboration with the implementing partner, help coordinate distributions at the local level. As the food entitlement holders, women are responsible for receiving food at the household level. Women's equal access to WFP assistance has been facilitated by the support of the refugee leadership which has given them a strong voice in civil society. 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 50 percent of the total FFA participants.
52. 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 sensitization on safe sexual practices primarily targeting young people. Actions will be undertaken in cooperation with UNHCR, MRCS, the NGO Theatre for a Change and other United Nations agencies such as the United Nations Children's Fund (UNICEF) and the United Nations Population Fund (UNFPA). Adolescents make up 51 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 MRCS will be encouraged to collaborate with other partners 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, MRCS will be encouraged to enhance existing reporting mechanisms to prevent stigmatization of those with HIV and AIDS and to ensure all necessary actions to prevent SGBV. WFP has recently constructed a community centre that will provide a space where women can receive confidential counselling and where behaviour change workshops can be held.
53. WFP will carry out a SGBV survey jointly with UNHCR and UN Women. The survey will provide the context for future behaviour change workshops which will be carried out at the community centre and provide a much needed baseline on the prevalence of SGBV within the camp. Monitoring of this aspect will enable WFP and its partners to more effectively target refugees for both FFA and other livelihood activities.
54. WFP and partners will put in place a BCC strategy and implementation plan to ensure proper use of Super Cereal and Super Cereal +, and to improve IYCF practices at the camp. Regular post distribution monitoring (PDM) will allow WFP to monitor utilization of these nutrition products, and assess progress on nutrition indicators. WFP and partners will carry out a baseline study prior to the intervention to monitor and evaluate nutrition outcomes.

Partners and capacities

55. MoHA oversees warehouse management and MRCS will remain WFP's implementing partner for food distributions at final distribution points within the camp. The decision was based on their capacity to implement the programme. MRCS will work with the Government on all aspects of food management, with primary responsibility for food

distribution and monitoring. MRCS will also work with refugee food committees to manage the distribution of food commodities at camp level.

56. A quadripartite agreement will be signed by MoHA, the MRCS, 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.

Procurement

57. All commodities will be procured locally with the exception of vegetable oil and Super Cereal + through the WFP Purchase for Progress (P4P) pilot initiative using the Agriculture Commodity Exchange for Africa (ACE) platform and through direct contracts with small farmer organizations. Both procurement modalities support smallholder farmers and build agricultural markets in Malawi. WFP will continue to monitor local markets to determine availability of commodities and the potential impact of WFP purchases.

Logistics

58. 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\$ 73.46 per mt.

Transfer modalities

59. Food will be distributed to beneficiaries upon presentation of proper identification documents and a food ration card. Children aged 6 to 23 months will be targeted from a separate, mutually agreed-upon registry based on household data. All ration cards were changed during the UNHCR verification exercise carried out in April 2012. Ration cards are verified against a registration file that contains a photo of the ration card holder. In cases of loss or theft, refugees will require a letter from the police prior to issuance of a new ration card. Food will be distributed in the presence of WFP, UNHCR and the Government to ensure that food is distributed to entitled refugees.

Non-Food Inputs

60. The provision of potable water, kerosene and cooking utensils by UNHCR, and the Government is an essential complement to WFP food assistance. UNHCR will cover non-food items such as soap, sanitary pads, blankets, cooking fuel, winter clothes (especially for children), water provision, community services and related operational expenses which are provided in-kind to the refugees. These resources will not cover all needs and will therefore need to be complemented by inputs from the Government and NGOs, if possible.
61. JRS will continue to provide comprehensive education services at the camp, including pre-school for children less than five years old, primary education targeting children

aged six to 14, secondary education catering for 13 to 18 year olds, and adult and vocational programs for out-of-school youth. Results for public examinations are some of the highest in the country. Accelerated learning, Special Needs Education and English as a second language are also implemented as complementary services. JRS will also continue to run a three-year distance learning program (e-learning) that gives access to higher education.

62. The MoH will continue to provide health services such as preventative and curative services to both the refugee community and surrounding villages through the health centre at the camp. Camp administration, the MoH and MRCS are responsible for overseeing camp sanitation.

PERFORMANCE MONITORING

63. WFP will oversee all monitoring activities of the general food distribution process, and the distribution of specialized nutrition products to children from six to 23 months old, as well as the FFA activities. A significant part of performance monitoring will be carried out in partnership with other stakeholders. Upon the signing of the quadripartite agreement, all partners will agree upon a monitoring plan. A Food Monitoring Committee, chaired by WFP, 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. This Committee will also oversee the accuracy of targeting and check the quality of food distributed in the camp. Together with UNHCR, WFP will conduct joint distribution 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 CPs.
64. Food security and nutrition surveys will be undertaken annually in order to measure the outcome of PRRO activities. These surveys, conducted in collaboration with UNHCR and MRCS, will assess whether food assistance is leading to positive results in terms of the beneficiaries' food security situation. All of the outcome indicators (food consumption score, coping strategy index, community asset score and total anaemia) will be tracked on an annual basis through a combination of annual food security and nutrition sample surveys, and bi-annual joint assessment missions. The surveys will also provide information on whether the underlying causes of gender inequality and insecurity are linked with food insecurity, and if they are being addressed appropriately. In addition to providing accountability, the survey findings will also allow for a timely identification of the need for adjustments in the PRRO programmatic and logistics approach.

65. There is also a need to carry out a baseline study on food security and nutrition to serve as a benchmark with which to measure programme achievements.
66. Continuation of Super Cereal provision as part of the general food ration, and the addition of specialized nutrition products to address anaemia (Super Cereal +) requires WFP to strengthen PDM to monitor utilization and address the underlying causes of low consumption of Supercereal during the previous refugee operation. Post distribution monitoring overall will track how beneficiaries are using the food at the household level, as well as access, preference and satisfaction of food assistance.
67. JAMs conducted bi-annually will evaluate whether the volume and type of assistance needs to be adjusted. 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. An independent programme evaluation will take place at the end of the PRRO.
68. Through FFA, WFP will measure the community asset score (CAS) in at least 80 percent of the targeted communities. The CAS quantifies progress of assets built at the community level. However, this should be used as a guideline only and targets should be set based on the context in which the asset creation activity operates, and reflect a change that is realistic based on the context. Targets will be set by WFP, in consultation with the CP and with the participation of beneficiary communities.
69. A JPA will be agreed by all involved parties upon the signing of the quadripartite agreement. MRCS 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 MRCS reports.

RISK MANAGEMENT

70. 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 put pressure on WFP to borrow food from other projects in order to sustain minimal feeding levels. Hence, any pipeline shortfalls in this PRRO will severely challenge WFP primary objectives and negatively affect the refugees' food security.
71. 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 undermines efforts towards self-reliance.
72. Other factors such as sudden dramatic increases in the number of refugees or soaring costs of food and services will most likely have similar consequences. Timely and appropriate budget revisions will be made to counter the effects of inflation and to adjust the food requirement figures appropriately. WFP will look to donors to provide timely and adequate support. 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 and for repatriation.

73. As recommended by the JAM, in the event of significant funding shortfalls, priority will be given to vulnerable groups who should receive full rations such as: elderly-headed households, widows, those with disabilities, households with family members who are chronically ill, child-headed households and unaccompanied minors or orphans. In addition, priority will be given to general food distributions to refugees over FFA activities.
74. WFP will work on engaging donors at the local level in resource mobilization efforts.
75. WFP has revised the general food basket to be more cost effective, and due to resource constraints has reduced the number of people targeted for FFA activities in the host community (from 4,400 in the previous operation to 400 in this operation). The 400 participants in FFA activities will be given a household food ration based on a household size of 5.5 members. As such, a total of 2,200 people from the host community will benefit from the rations. These measures will help WFP to secure enough resources to assist the targeted beneficiaries.

Security Risk Management

76. All field vehicles have adequate safety and communication equipment and meet minimum operating security standards (MOSS). All WFP staff must complete basic and advanced security awareness training, including basic radio communication skills. The refugee camp is in an area designated under United Nations security level 2 (low risk). As the security risk is low, WFP does not expect any major security constraints on the operation. United Nations and implementing partner staff overseeing the Dzakela Refugee Camp receive compulsory training in security enhancement procedures and practices particularly in crowd management and in the movement of staff and material including food.
77. A series of precautionary measures have been taken so that risks associated with food distributions will also be considerably reduced. These include proper lay out of the distribution site; involvement of community leaders in crowd control; communicating information on the food ration before and during the entire distribution process; proper staff management; showing entitlements to beneficiaries; and safe storage of commodities. Moreover, charcoal is the major energy source for camp residents, in addition to firewood, which requires walking long distances and is not without hazards, especially for women. WFP and UNHCR are therefore exploring alternative fuel sources to reduce reliance on wood and charcoal.
78. Malawi is regarded as a peaceful country; however, it is essential that the Government continues to maintain security measures such as the stationing of a police force at the refugee camp. UNHCR will continue to monitor refugees' security.

APPROVAL

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 Ertharin Cousin
 Executive Director

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 Date

ANNEX I-A

PROJECT COST BREAKDOWN			
Food¹	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	6889	2 066 823	
Pulses	765	612 400	
Oil and fats	362	517 190	
Mixed and blended food	798	612 735	
Others			
Total food	8 816	3 809 147	
Cash transfers			
Voucher transfers			
Total food, cash and voucher transfers			3 809 147
External transport			57 993
Landside transport, storage and handling			452 735
Other direct operational costs			294 000
Direct support costs (see Annex I-B)			442 605
Total WFP direct costs			5 056 480
Indirect support costs (7.0 percent) ²			353 954
TOTAL WFP COSTS			5 410 434

¹ This is a notional food basket for budgeting and approval. The contents may vary.

² The indirect support cost rate may be amended by the Board during the project.

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	0
International general service staff	0
Local staff - national officers	78 583
Local staff - general service	0
Local staff - temporary assistance	200 122
Local staff – overtime	0
Hazard pay and hardship allowance	0
International consultants	0
Local consultants	0
United Nations volunteers	0
Commercial consultancy services	0
Staff duty travel	55 900
Subtotal	334 605
Recurring expenses	
ANNEX I B Repairs and maintenance	9 600
Utilities	8 650
Office supplies and other consumables	7 300
Communications services	23 100
Equipment repair and maintenance	3 850
Vehicle running costs and maintenance	48 000
Office set-up and repairs	0
United Nations organization services	0
Subtotal	100 500
Equipment and capital costs	
Vehicle leasing	0
Communications equipment	7 500
Local security costs	0
Subtotal	7 500
TOTAL DIRECT SUPPORT COSTS	442 605

ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Strategic Objective 1 Save lives and protect livelihoods in emergencies		
<p>Outcome 1</p> <p>Improved food consumption over assistance period for target households</p>	<ul style="list-style-type: none"> ➤ Percentage of Refugees with acceptable food consumption by gender of household head Baseline: TBD Target: >60% ➤ Percentage of refugee households with borderline food consumption by gender of household head Baseline:TBD Target: >40% ➤ Coping Strategy Index for refugees (CSI) by gender of household head Baseline :43 Target: Reduced CSI 	<ul style="list-style-type: none"> • Funds are available for programme implementation. • Food will be used for the intended purposes.

Results	Performance indicators	Assumptions
<p>Output 1.1</p> <p>Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions</p>	<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 <p>Target: 100%</p> <ul style="list-style-type: none"> ➤ Tonnage of food distributed, by type, as % of planned distribution <p>Target: 100%</p>	<ul style="list-style-type: none"> • Government, UNHCR, CPs follow agreed target criteria. • Official refugee figures reflect actual number of refugees residing in camp. • Infrastructure and facilities are in place to allow timely access and delivery of food to the FDP.
<p>Outcome 2</p> <p>Improved nutrition status over assistance period for target households</p>	<ul style="list-style-type: none"> ➤ Proportion of Children with haemoglobin levels less than 11g/dl <p>Baseline: TBD Target: 50% increase from baseline</p>	

Strategic Objective 3 Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations

Outcome 3

Targeted communities have increased access to assets in fragile, transition situations

- Percentage of host community households with acceptable food consumption by gender of household head

Baseline:TBD
Target: > 40%

- Percentage of host community households with borderline food consumption by gender of household head

Baseline:TBD
Target: > 60%

- Coping Strategy Index for host community households (CSI) by gender of household head

Baseline:TBD
Target: Reduced CSI

- Community asset score (CAS)

Baseline : TBD
Target: 80% of the targeted communities have an increased CAS

- Funds are available for the programme implementation

Output 3.1

Developed, built or restored livelihood assets by targeted communities and individuals

- Number of community assets created or restored by targeted communities and individuals, focusing on number of tree seedlings raised and planted, woodlots established, hectares treated with soil and water conservation measures.

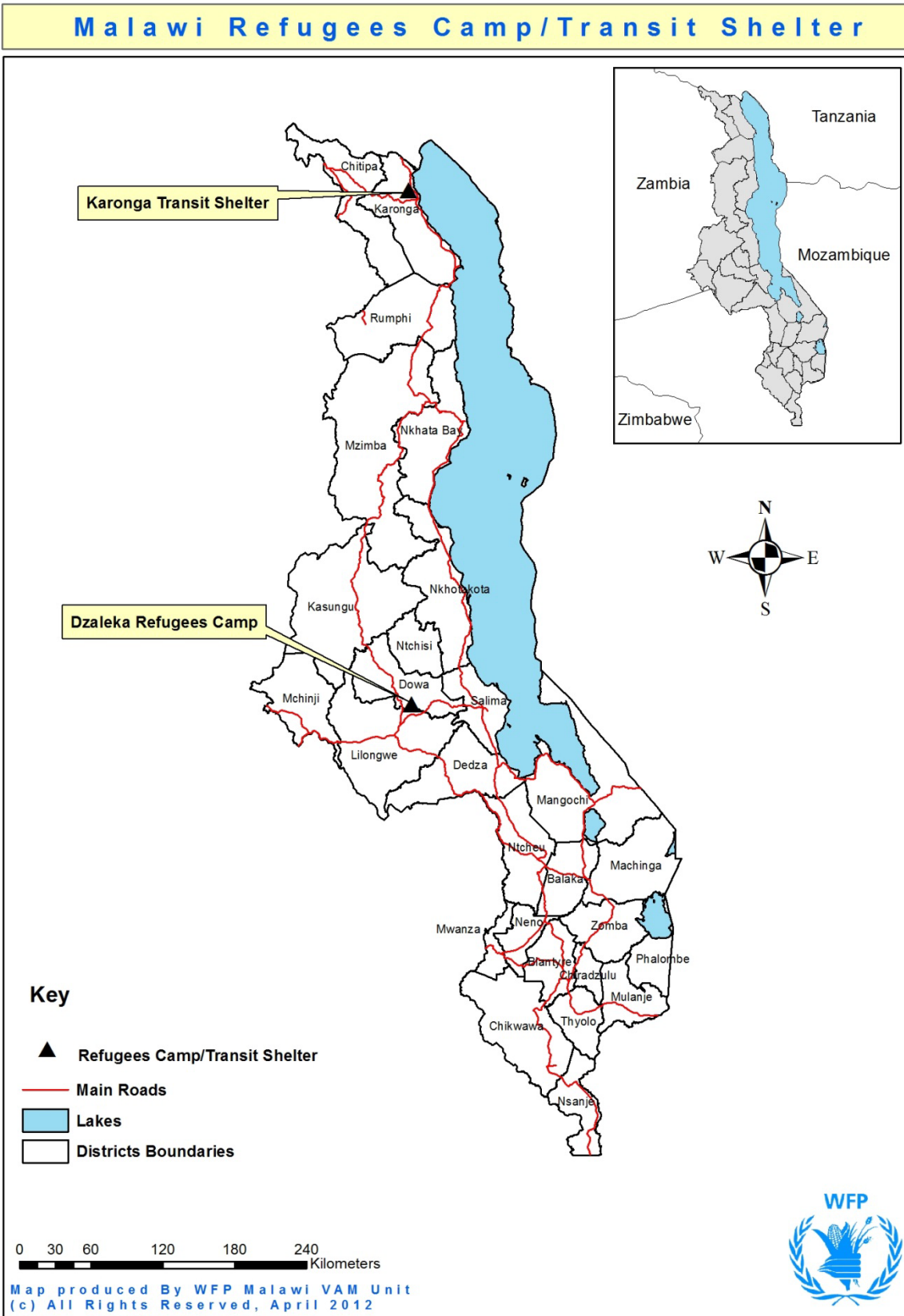
Target: TBD

- Number of women and men trained in livelihood-support thematic areas

Target: TBD

ANNEX III

MAP



ANNEX IV: ACRONYMS USED IN THE DOCUMENT

ACE	Agriculture Commodity Exchange for Africa
AIDS	Acquired Immune Deficiency Syndrome
BCC	Behavioural Change Communication
CAS	Community Asset Score
COMPAS	Commodity Movement, Processing and Analysis system
CP	Cooperating Partner
DRC	Democratic Republic of Congo
EMOP	Emergency Operation
FAO	Food and Agriculture Organisation of the United Nations
FDP	Food Distribution Points
FFA	Food Assistance for Assets
HIV	Human Immunodeficiency Virus
JAM	Joint Assessment Mission
JPA	Joint Plan of Action
JRS	Jesuit Refugee Service
LTSH	Land Side Transport and Handling
M&E	Monitoring and Evaluation
MNP	Micronutrient Powder
MoH	Ministry of Health
MoHA	Ministry of Home Affairs
MRCS	Malawi Red Cross Society
MT	Metric tonnes
NGO	Non Governmental Organization
PDM	Post Distribution Monitoring
PRRO	Protracted Relief and Recovery Operation
SGBV	Sexual and Gender-Based Violence
STI	Sexually Transmitted Infection
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	United Nations World Food Programme

