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Third Regular Session**

**Rome, 22–26 October 2001**

# **COUNTRY PROGRAMMES**

## **Agenda item 8**

***For approval***

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## **COUNTRY PROGRAMME— MALAWI (2002–2006)**

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# Note to the Executive Board



**This document is submitted for approval by the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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# Executive Summary

This Country Programme (CP) is based on the Country Strategy Outline (CSO) for Malawi, which was reviewed and endorsed by the WFP Executive Board on 24 October 2000. The Executive Summary of the CSO and the Board's decision are included as Annex I.

Landlocked Malawi is a low-income, food-deficit and least-developed country with the majority of its population (11 million in 1999) living below the poverty line. Over 86 percent of the people live in rural areas with low access to basic health and education services. Landholdings are small, particularly in the densely populated south, leading to encroachment on marginal lands and increased erosion. These conditions, combined with the high incidence of HIV/AIDS, make the poor highly vulnerable to the effects of natural disasters. They are trapped in a vicious circle of poverty and are excluded from participating effectively in development opportunities.

The global objective of the Government's Poverty Reduction Strategy (2001–2004) is “to empower the poor to reduce their own poverty and take charge of their own development and productivity through broad-based participation in socio-economic development”. In this context, some overall priorities for the national strategy have emerged, including using decentralization as an important element in empowering local communities, in particular the poor.

The Malawi CP has been planned in accordance with the Executive Board's decision to focus WFP's development activities on five objectives, to be selected and combined in Country Programmes (decision 1999 EB.A/2). This CP focuses on Enabling Development policy objectives 1, 2 and 3, namely:

- Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
- Enable poor households to invest in human capital through education and training; and
- Make it possible for poor families to gain and preserve assets.

The planned activities in the CP will all contribute to the achievement of the following three main outcomes:

- improved health status of mothers and under-5 children in poor, food-insecure areas through increased food consumption and improved health and nutrition practices;
- increased primary school enrolment and attendance and reduced drop-out rates of children in food-insecure areas (particularly girls and orphans), through provision of school meals; and
- increased food security among the rural and urban poor through the creation or rehabilitation of community and household assets in food-insecure areas.

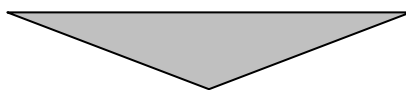
Consistent with the 2001 United Nations Common Country Assessment (CCA) for Malawi and the United Nations Development Assistance Framework (UNDAF), the CP identifies the



following as priority areas for development food assistance: (i) inadequate access to basic social services (education and health); (ii) household food insecurity and recurrent malnutrition among vulnerable groups; and (iii) HIV/AIDS-affected and -infected people. The CP also highlights contingency planning, disaster preparedness and response, as a collective function for the United Nations in Malawi, spearheaded by WFP. It targets an estimated 660,000 beneficiaries over the five-year period.

For the proposed Malawi Country Programme covering the period 2002–2006, the Executive Director requests that the Executive Board approve, subject to the availability of resources, US\$21.1 million, representing all basic direct operational costs, and endorse US\$4.7 million for supplementary resources.

## Draft Decision



The Board approves the Country Programme—Malawi (2002–2006)  
(WFP/EB.3/2001/8/7).



## STRATEGIC FOCUS OF THE WFP COUNTRY PROGRAMME

1. In keeping with the Government's Poverty Reduction Strategy (2001–2004) and its Food Security and Nutrition Action Plan, the CP will target poor and food-insecure households below the poverty line (the minimum amount needed to purchase food). The bulk of the poor in Malawi (86 percent) live in rural areas. The poverty line for rural Malawi (1999) is US\$51 per capita per year. The southern region, the most densely populated, has the largest percentage of people living below the poverty line (68 percent), followed by the central and northern regions (63 percent). The majority of Malawians living in rural areas face repeated bouts of seasonal food deprivation. The harvest normally begins in April, but many households run out of self-produced food by June/July. As a result, they depend on the exchange of labour for food and on other coping mechanisms for a major part of the year. Repeated floods and droughts, especially in the south, exacerbate this situation. In most districts, access to social services—such as basic education and primary health care, safe drinking water and sanitation—is inadequate.
2. Since 1990, the national food balance has generally been in deficit. Recent estimates categorize 40 to 50 percent of Malawians as food insecure (UNDP Annual Report, 2000). The national food balance sheet and household food economy analysis suggest that the majority of the population is faced with major gaps and deficiencies in physical, social and economic access to sufficient and nutritious food. According to the 2000 Integrated Household Survey, the percentage of households able to meet their recommended daily calorie intake was 31.9 percent, of which only 11.3 percent managed to do so from their own production. Results from the periodic vulnerability analysis and mapping (VAM) exercise carried out by the WFP country office in Malawi indicate that 65 percent of the population in 17 out of 27 districts consume below the minimum daily energy requirements of 2,100 kcal, produce less than their average over the past five years and are classified as chronically food insecure. Key indicators of household food insecurity in rural Malawi comprise inadequate food availability caused by low household food production, instability in food supplies, and limited availability of off-farm earning opportunities. The Government of Malawi, local donors and the United Nations system see food insecurity as a major problem that must be addressed as a priority.
3. The burden of poverty continues to fall disproportionately on women, as shown by their lower nutritional intake, reduced access to paid employment, lower wage rates and poor access to maternal health care. Thus, the CP will ensure that 63 percent of its assistance is directed to women. The CP will further target the most vulnerable and food insecure households, namely households with less than 1 ha of land for cultivation and female-headed households (estimated at 26 percent of all smallholders). It will also target child-headed households, HIV/AIDS-infected and -affected households, severely malnourished children, orphans, casual workers, low-income and poor estate workers, tenants and the urban poor.
4. HIV/AIDS in Malawi is considered a national disaster, with an infection rate estimated at 16.4 percent among the 15–49 age group. The National AIDS Secretariat Report (2000) estimates that about 46 percent of new HIV infections occur among young people aged 15–24, 60 percent of whom are girls, and that already 265,000 people have developed AIDS since the first HIV/AIDS case was reported in 1985. About 735,000 people were HIV-positive in 2000. The Government classifies HIV/AIDS as a continuing epidemic and has called for special measures to assist HIV/AIDS-affected households.



5. The geographical targeting for the CP activities is based on the results of periodic VAM assessments, which include the following key indicators: food insecurity; household/individual poverty; malnutrition rates (stunting, underweight and wasting) above national averages of 50, 15.4 and 5.6 percent, respectively; school enrolment below and drop-out rates above the national averages of 81.4 and 11.7 percent, respectively; incidence of natural disasters; and HIV/AIDS prevalence.
6. Considering the need for WFP to combine its resources with inputs from other agencies, the presence of other key partners in the areas proposed by WFP under the next CP (including health, nutrition, education, infrastructure development and HIV/AIDS) will be an additional criterion for geographical targeting. Following the recommendation of the mid-term CP evaluation mission (2000), a study to assess the problems and needs of the urban poor will be carried out by the International Labour Organisation (ILO) during the current CP. Interventions addressing the immediate food needs of the urban poor will be designed based on the results of the ILO study.
7. In accordance with national development priorities and the CSO, CCA and UNDAF for Malawi, the overall goal of the 2002–2006 CP is to strengthen the capacity of food-insecure households (especially those headed by women and children) to meet their food and nutritional needs and to withstand external economic shocks, droughts, floods and other calamities, while addressing gender imbalances and HIV/AIDS.
8. The proposed CP activities will all contribute to the achievement of the following three main outcomes:
  - improved health status of mothers and under-5 children in poor food-insecure areas through increased food availability and consumption as well as improved health and nutrition practices;
  - increased primary school enrolment and attendance and reduced drop-out rates of children in food-insecure areas, particularly girls and orphans, through the provision of school meals; and
  - increased food security among rural and urban poor through the creation/rehabilitation of community and household assets in food-insecure areas.
9. The next CP will be pursued within the framework of three basic activities: Supplementary Feeding (SF), Support to Primary Education (SPE) and Food for Assets and Development (FFASD) in rural and urban areas. Assistance to HIV/AIDS-infected and -affected households will be mainstreamed into these three basic activities. Continued support to the Government in areas of disaster management and mitigation will be provided and contingency planning and disaster preparedness will be an important function of the United Nations Disaster Management Team (UNDMT), headed by WFP. In addition, pending availability of resources, a supplementary activity will be implemented, specifically targeting HIV/AIDS-infected and -affected households to improve their food security and strengthen their coping mechanisms. An overview of the CP objectives and planned outcomes is shown in the Logical Framework Summary in Annex II.

## PROGRAMME OF COUNTRY ACTIVITIES

### Country Programme Resources and Preparation Process

10. In line with its priorities for the implementation of its Poverty Reduction Strategy and related Food Security and Nutrition Action Plan, the Government will strengthen its



support to the WFP-assisted activities. It will reinforce the ongoing SF activity by focusing on preventive health through health- and nutrition-related training for parents and through treatment of moderately malnourished children to reduce their risk of becoming severely malnourished. It will also support the expansion of the SPE activity and the merging of the disaster mitigation and response activity under the current CP into the FFASD activity proposed for the next CP. This merger will enable development and disaster mitigation interventions to be implemented in a more integrated and coherent manner. In some districts, the three basic activities will be implemented as a package, combining two or three activities targeted to the same communities/households. The proposed resource level for the basic activities is 64,000 mt (12,800 mt/year). The overall basic direct operational cost to WFP is estimated at US\$21.1 million and the Government's contribution at US\$4.5 million, to meet staff, non-food item (NFI) and other operational costs.

11. HIV/AIDS issues will be mainstreamed into the basic activities of the CP. However, the magnitude of the problem warrants action aimed specifically at HIV/AIDS, which will require supplementary funds. Should funds become available, a supplementary activity will be implemented in four districts with high HIV/AIDS prevalence, requiring an estimated 14,000 mt (2,800 mt/year). The direct operational cost to WFP of the proposed supplementary activity is estimated at US\$4.7 million, and the Government's contribution at US\$500,000.
12. The activities foreseen in the CP are shown in the table below.

RESOURCE ALLOCATION FOR THE BASIC AND SUPPLEMENTARY ACTIVITIES				
Activity	Food requirement (mt)	Food requirement (%)	Beneficiaries (no.)	Female beneficiaries (%)
<b>Basic Activity 1:</b> Supplementary Feeding	20 000	31	290 000	78
<b>Basic Activity 2:</b> Support to Primary Education	25 000	39	250 000	51
<b>Basic Activity 3:</b> Food for Assets and Development	19 000	30	120 000	50
<b>Subtotal Basic Activities</b>	<b>64 000</b>	<b>100</b>	<b>660 000</b>	<b>62.7</b>
<b>Supplementary Activity 1:</b> Support to HIV/AIDS-affected and -infected people	14 000	N/A	125 000	N/A
<b>Country Programme Total</b>	<b>78 000</b>	<b>N/A</b>	<b>125 000</b>	<b>N/A</b>

13. In addition to government resources, the CP will be co-financed by other United Nations, bilateral and non-governmental organization (NGO) partners represented in Malawi. The country office will negotiate and sign Letters of Understanding with local partners for the provision of NFIs and other inputs, including support to training of national counterparts, aimed at improving the national capacity for project management. The country office will work with the Government in mobilizing complementary resources.
14. The country office in Malawi is already working with UNDP, UNICEF, UNCDF and ILO in the implementation of the ongoing CP. This collaboration will be continued in the next CP and expanded to include the United Nations Programme for HIV/AIDS (UNAIDS), the United Nations Population Fund (UNFPA) and UNESCO. As chair of the



UNDMT, WFP will coordinate all disaster preparedness and response activities of the United Nations system, while the United Nations Resident Coordinator will coordinate joint resource mobilization and international appeals during times of emergency. Further, crop and food supply assessments will be carried out jointly, as needed, by the Food and Agriculture Organization (FAO) and WFP.

15. The 2002–2006 CP addresses the needs of the beneficiaries and will contribute to the achievement of the Government’s poverty-reduction goals. It has been prepared, using local and international expertise, through a consultative process involving all stakeholders, including beneficiaries, government authorities and United Nations and other donor partners on the ground in Malawi, as well as NGOs. The process has been led by the National Economic Council (NEC) within the framework of the Country Programme Advisory Committee (CPAC) and has included meetings, workshops and field visits with government counterparts and interviews with beneficiaries. In-depth consultations have been held with the United Nations country team in the context of the CCA and the UNDAF. Key emphasis has been given to the Government’s full participation in the process, and the Government has demonstrated strong commitment to supporting the CP’s implementation.

## THE COUNTRY PROGRAMME ACTIVITIES

### Basic Activity 1: Supplementary Feeding

#### **Strategic Focus**

16. The SF basic activity addresses Enabling Development policy priority 1—enable children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs—a priority that is consistent with Malawi’s Food Security and Nutrition Action Plan.

#### **Problem Analysis**

17. The findings of the 1998 Integrated Household Survey indicated that 65 percent of the population lacked access to adequate basic health services. Under-5 and maternal mortality rates are high, at 211 per 1,000 live births and 620 per 100,000 live births, respectively (UNDP Human Development Report, 2000). Chronic undernutrition is widespread: 30 percent of under-5 children are underweight and 49 percent are stunted. Wasting increased from 5.4 percent in 1992 to 7 percent in 1995 and to 9.8 percent in 2000 (Demographic and Health Survey [DHS] 2000). Iron, vitamin-A and iodine deficiencies are common among women and children in Malawi.
18. Inadequate food intake and frequent infections are the main causes of malnutrition in Malawi. However, inadequate maternal care and child care, high levels of poverty and illiteracy (particularly among women) and poor health infrastructure are also contributing factors. District health services are rudimentary, with insufficient structures and resources and poorly motivated and insufficiently trained staff.
19. The high incidence of HIV/AIDS affects children especially through vertical transmission of HIV from infected mothers during delivery or nursing. In most developing countries, including Malawi, the risk of mother-to-child transmission is high—30 to 35 percent. HIV-positive children and expectant and nursing mothers generally suffer from





malnutrition, often related to opportunistic infections. People in this group need supplementary feeding to strengthen their immune systems.

### 📌 **Objectives and Intended Outcomes**

20. The objective of the activity is to improve the health status of children under 5 and mothers in poor, food-insecure areas through increased food consumption and improved health and nutrition practices.
21. The intended outcomes of the activity are:
  - improved nutritional status of the vulnerable groups (children under 5, expectant and nursing mothers, HIV/AIDS-infected children and mothers) through supplementary feeding; and
  - improved supplementary feeding practices achieved through the implementation of a Soybean and Vegetable Seed Revolving Fund and through skills training in good health, nutrition and child-care practices and in income-generating activities.

### 📌 **Role and Modalities of Food Aid**

22. Food aid, as a nutritional supplement, combined with training in good health, nutrition and child-care practices, will play a crucial role in reducing severe malnutrition of under-5 children and in reversing the effects of transitory hunger and micronutrient deficiencies in children, expectant and nursing mothers and mothers of malnourished children. Food aid will also provide nutritional support to HIV/AIDS-infected children and mothers. The provision of food rations to mothers/caregivers accompanying children to health centres will encourage the mothers/caregivers to take advantage of the health services and enable them to free up the time needed to complete the treatment of their malnourished children.

### 📌 **Implementation Strategy**

23. The Ministry of Health and Population (MoHP) will be responsible for the overall supervision and implementation of the SF activity. In order to strengthen the capacity and motivation of health personnel, supervisory support and training will be enhanced.
24. Food deliveries and distribution will be made by WFP to the Nutrition Rehabilitation Units (NRUs), Mother and Child Health (MCH) centres and Community-Based Supplementary Feeding (CBSF) centres. A number of NGOs, including the Malawi Red Cross Society and the Christian Hospital Association of Malawi (CHAM), will be responsible for food distribution, monitoring and reporting at the final distribution centres. Consultations on implementation modalities between these NGOs and WFP are under way.
25. A Soybean and Vegetable Seed Revolving Fund will be established to promote food crop diversification and enable mothers to produce nutritious food for their children. The seeds will be given as a loan to the targeted households and will be paid back after harvest, with an increase of 25 percent. The system of seed loans is a well-established practice in Malawi, widely accepted by the people, and has been successfully pilot-tested by WFP under the current CP. The fund will be co-managed by district officials and the communities. The targeted mothers will be trained in the management of the fund and in the processing of a homemade corn-soya blend (CSB). Locally called *Likuni Phala*, this popular blended food is also produced and sold commercially in Malawi. However, the product is costly, and hence the revolving fund will assist poor households in producing it at a lower cost, both for personal consumption and as an income-generating activity.



Training in other income-generating and trading skills, and in good health, nutrition and child-care practices, will also be provided.

### 📌 *Beneficiaries and Intended Benefits*

26. This activity will be directed to selected communities in ten districts (two in the central, six in the southern and two in the northern regions) where the percentage of acute malnutrition is very high. Severely malnourished children admitted to NRUs countrywide will also be targeted. A total of 290,000 beneficiaries will be assisted during the five-year period. About 28,000 children between 6 months and 5 years of age will be targeted by the activity annually, including 8,000 severely malnourished children admitted to the NRUs and 20,000 reached through MCH/CBSF centres. About 15,000 (54 percent) of the 28,000 children will be girls. Annually, around 30,000 women will be assisted, of which about 8,000 will be women accompanying their severely malnourished children to NRUs and about 22,000 will be expectant/nursing mothers attending the MCH/CBSF centres. Each woman attending the NRU will receive a daily family ration of maize meal while her severely malnourished child receives treatment. Due to the long period required for the cure of severely malnourished children (average: two months), women usually bring all their young children with them to the NRUs. Hence, the family ration enables the women to feed themselves and their children and encourages them to stay at the NRUs for the full period required to treat their sick children. The 22,000 women attending MCH/CBSF clinics annually will receive maize meal take-home rations. It is estimated that about 1,500 children (5 percent) out of a total of 28,000 children, and about 4,300 women (15 percent) out of a total of 30,000 women receiving food assistance will be HIV/AIDS infected. Some 5,000 of the women attending MCH/CBSF centres will also participate in the Soybean and Vegetable Seed Revolving Fund.
27. About 100 community health volunteers and traditional birth attendants will be trained in improved nutrition, health, safe-motherhood and child-care practices and in the care of people with sexually transmitted diseases, including HIV/AIDS. Furthermore, an HIV/AIDS voluntary and confidential counselling and testing service will be put in place in targeted MCH/CBFS clinics under this activity.

### 📌 *Support, Coordination and Partnerships*

28. WFP will raise funding from local and international donors and will also seek funds from special grants available to WFP for the purposes of developing and applying an improved monitoring and evaluation system and health- and nutrition-related training of the MoHP staff and NGO implementing partners.
29. The MoHP, in collaboration with WFP, will coordinate the activities of implementing partners and ensure efficient food delivery, distribution and reporting. In this respect, the MoHP will appoint a national activity coordinator (nutritionist) and three regional monitoring officers to coordinate and monitor the activities of district authorities and NGO partners and to provide advice on implementation procedures. Coordination with the UNICEF-supported nutrition programme will be made within the United Nations Fund for Interagency Partnership (UNFIP), implemented through the Integrated Management of Child Illnesses Programme.
30. Since 1999, the European Union's (EU) Nutrition Outreach Project has supported NRUs in the southern region in the provision of micronutrients (multivitamins for child growth). A recent EU-commissioned evaluation study of this project recommends that it be expanded countrywide and considers the supply of WFP commodities to the NRUs as pivotal to the therapeutic treatment protocol. WFP and the European Union have agreed,



therefore, to develop a partnership in the implementation of the nutrition rehabilitation component of the SF activity.

31. The World Bank, the African Development Bank and a number of international corporations and bilateral agencies are supporting the Government in the improvement of the existing weak health infrastructure through the building and rehabilitation of health facilities and training of medical personnel, as well as in the further development of the Government's adult literacy programme, specifically targeting women.

### 📌 **Monitoring Arrangements**

32. A new community-based monitoring system will ensure that monitoring is carried out with participation at all levels. The MoHP and implementing partners will be responsible for data collection on food distribution and the preparation of Quarterly Progress Reports (QPRs) and Project Implementation Reports (PIRs). Beneficiary contact monitoring will be done to assess beneficiary perception on issues related to health, nutrition and HIV/AIDS and to seek beneficiary participation in addressing these and other related concerns, as well as their views on the role of food aid and the appropriateness of the food basket. Joint monitoring and technical review missions will be undertaken with FAO, UNICEF, the World Health Organization (WHO) and UNFPA to assess the technical and socio-economic soundness of the interventions, as well as progress in meeting targets and the efficiency and effectiveness of joint programming and implementation.
33. Key indicators for monitoring have been identified using the logical framework approach, and include: the number of children born with low birth weight and the number of malnourished children under 5 in the targeted communities; soybean and vegetable seed production by beneficiary household; the number of mothers using homemade *Likuni Phala* to feed their children; the knowledge and practices of health personnel and parents of targeted households; and the number of women and children assisted through NRUs and regularly attending MCH and CBSF centres.

### 📌 **Cost Estimate**

34. The activity is expected to require 11,385 mt of maize meal, 7,600 mt of *Likuni Phala*, 335 mt of pulses, 201.6 mt of dried skim milk, 126 mt of sugar and 352.4 mt of vegetable oil, with an estimated direct operational cost of US\$7,512,577. The Government contribution to this activity is estimated at US\$1,406,000.

## Basic Activity 2: Support to Primary Education

### 📌 **Strategic Focus**

35. The SPE basic activity addresses Enabling Development policy priority 2—enable poor households to invest in human capital through education and training. To this end, the CP will support primary school feeding in selected areas, with particular attention given to the need for increased support to girls' and orphans' education.

### 📌 **Problem Analysis**

36. A significant number of school-age children remain out of school despite free primary education. In 1995, the net enrolment of boys and girls stood at 87 and 76 percent, respectively, at the beginning of the school year, but fell by 25 and 27 percent, respectively, at the end of the year (Ministry of Education Science and Technology [MoEST], 2000). Primary school drop-out is a phenomenon affecting particularly girls. In



1999, girls made up 50 percent of enrolment in grade 1, but in grade 8 they made up only 42 percent. Early pregnancy among schoolgirls also frequently leads to drop-out. Additionally, the HIV/AIDS pandemic has contributed to low enrolment of orphans, again especially of girls. Studies undertaken by the National Aids Secretariat in 2000 estimate that 400,000 children under 15 years of age (7.5 percent) are orphans as a result of HIV/AIDS. Large portions of these orphans do not attend school due to lack of support.

37. The 1998 Integrated Household Survey data shows that the average distance children walk from their homes to get to school is 3.4 km in rural areas and 2.7 km in urban areas. These distances, particularly in remote rural areas, negatively affect the enrolment and attendance more of girls than of boys. Also, children frequently do not have breakfast and thus, having walked long distances, arrive at school hungry. This affects their attention span and performance and induces high school absenteeism. Other related problems affecting the quality of education are the lack of trained teachers, teaching materials, potable water and sanitation facilities, as well as inadequate school buildings and classrooms.

### 📌 **Objectives and Intended Outcomes**

38. The long-term objective of the activity is to increase primary school enrolment and attendance and reduce drop-out rates of children in food-insecure areas, particularly girls and orphans, through the provision of school meals.
39. The intended outcomes include:
- increased primary school enrolment and attendance of children, especially girls and orphans, from poor, food-insecure households; and
  - reduced disparities in enrolment and drop-out rates between boys and girls at the targeted primary schools.

### 📌 **Role and Modalities of Food Aid**

40. A pilot school feeding activity targeting 23,500 children was introduced in 1999 in primary schools in one district and expanded to two other districts in the central region. This activity has shown school meals to be crucial for reducing short-term hunger among schoolchildren and has resulted in an increase of about 19 percent in total enrolment of girls in grades 5–8 in the targeted schools. The proposed CP will expand the school feeding programme to cover 50,000 children in five districts. All children from grades 1-8 in the targeted schools will receive a mid-morning meal of fortified *Likuni Phala* porridge. Additionally, girls will receive monthly take-home rations of maize after attending school for a minimum of 18 out of 22 school days per month. Furthermore, in order to mainstream HIV/AIDS into the SPE activity, the same take-home ration for girls will be given to all orphans in the targeted schools, regardless of their gender or the reasons for their being orphans.

### 📌 **Implementation Strategy**

41. The SPE activity will build on the lessons learned from the pilot phase and will be developed with the full involvement of MoEST. The activity will benefit from complementary inputs from the Government, United Nations partners and other donors in terms of support for the construction and rehabilitation of school buildings, provision of safe drinking water and sanitary facilities, provision of teaching materials and training of teachers. These inputs will enhance the quality of the learning environment and make it



possible for schools to cope with the expected increase in enrolment. The communities will be involved in the management of the activity through parent-teacher associations (PTAs) and school management committees (SMCs). Women, in particular, will be encouraged to participate in these associations and committees. The PTAs and SMCs will encourage parents to send their children to school, giving special attention to girls orphans, will organize the cooking and distribution of food in schools and will contribute to the provision of salt and fuelwood for cooking.

### 📌 **Beneficiaries and Intended Benefits**

42. The SPE activity will be expanded to cover five districts (three pilot districts in the central region and two districts each in the southern and northern regions). The criteria for selecting these districts, besides the high incidence of food insecurity, include enrolment, attendance and drop-out rates (particularly of girls), the presence of other collaborating partners and high HIV/AIDS prevalence. Three of the five targeted districts have very high HIV/AIDS prevalence, between 33 to 22.6 percent, against the national average of 16.4 percent. The activity will support a total of 250,000 pupils (50,000 annually) of whom 51 percent will be girls and an estimated 15 percent orphans, comprising both boys and girls.
43. Through the provision of school meals and take-home rations for girls and orphans, as well as through the participation of parents in PTAs and SMCs, the opportunities for poor parents to send their children to school will increase and the parents' awareness will be raised regarding the importance of girls' and orphans' education. As proven by many studies, the long-term benefits attributed to the investment in education of girls and women is expected to include improved child care and hygiene practices, increased understanding of family planning practices and a reduction in child malnutrition.

### 📌 **Support, Coordination and Partnerships**

44. A WFP national programme officer (NPO) will provide support in activity planning, monitoring and reporting to MoEST national activity coordinator. In each district, MoEST will appoint a district education officer (DEO), who will be responsible for preparing monthly distribution plans as well as community mobilization, training of teachers, monitoring and evaluation. The DEO will prepare monthly progress reports to be submitted to the national activity coordinator, who in turn will prepare consolidated reports.
45. Overall, the WFP-supported SPE activity will be benefiting from the current assistance provided to MoEST by the Canadian International Development Agency (CIDA) in the field of curriculum development for primary education. Furthermore, the collaboration with other agencies begun in the pilot phase will be intensified, particularly with UNICEF, UNFPA and WHO. UNICEF will support training of teachers and school committee members, provide schoolbooks and equipment, and provide support to the construction of drinking water and sanitation facilities. UNFPA will provide teaching materials on HIV/AIDS and reproductive health, and WHO will supply deworming tablets. FAO will provide seeds and technical assistance for school gardens. Consultations are under way with the World Bank and the British Department of Foreign and International Development to extend their school building programme to the schools receiving WFP food aid, and with UNESCO to extend its programme on Guidance and Counselling for School-age Girls to as many of the schools targeted by the SPE activity as feasible.
46. The activity will be coordinated at the central level by the MoEST. An Activity Technical Committee chaired by MoEST and composed of one member each from MoHP,





WFP, UNICEF, UNFPA, UNESCO, FAO and CIDA will meet quarterly to review progress. At the district level, the DEO will coordinate all operations.

### 📌 **Monitoring Arrangements**

47. The monitoring indicators will be gender disaggregated and will include school enrolment and attendance rates, school drop-out rates, success rates in school exams, and numbers and types of activities carried out by parents/communities through the PTAs and SMCs. The SMCs will form part of the monitoring arrangements at community level. MoEST will undertake food monitoring and prepare and submit QPRs and PIRs to WFP. Joint monitoring and technical review missions will be undertaken with UNICEF, UNFPA, UNESCO, WHO and FAO to assess progress against targets and the appropriateness of the technical and socio-economic aspects of the activity, as well as the efficiency and effectiveness of joint programming and implementation.

### 📌 **Cost Estimates**

48. The activity is expected to require 20,000 mt of maize and 5,000 mt of *Likuni Phala*, with an estimated direct operational cost of US\$7,665,995. The Government's contribution to this activity is estimated at US\$1,757,000.

## Basic Activity 3: Food for Assets and Development

### 📌 **Strategic Focus**

49. This FFASD basic activity will be based on an integrated community-development approach and will address Enabling Development policy objective 3—make it possible for poor families to gain and preserve assets.

### 📌 **Problem Analysis**

50. Over 50 percent of the rural households in Malawi are located in drought-prone areas and experience chronic food insecurity. Even in normal years, many households run out of self-produced food within three months. The resultant hunger makes it necessary for these households to look for scarce alternative income opportunities and does not allow them to invest time and labour—their only resources—in improving the productivity of their marginal landholdings.
51. Malawi also suffers from numerous floods. In the southern region, the rural population in particular is highly vulnerable to flooding, which frequently destroys their harvest and damages roads, markets and other infrastructure. The high population density in southern Malawi has resulted in a general deterioration of the soil and rapid deforestation, forcing people to encroach on marginal lands. The deforestation in turn depletes surface and subsurface water resources, causing severe soil erosion and silting of rivers. The hungry poor are threatened by these effects through reduced productivity on their small farm plots and increased likelihood of flooding.
52. Pockets of poor and food-insecure people in serious need of assistance have also been identified in the urban areas. The results of the ILO needs assessment on urban poverty, to be carried out under the current CP, will provide the basis for defining the size and scope of the assistance and the type of interventions that will address the short-term food needs of the urban poor while also enabling them to invest in assets or engage in income-generating activities.



53. A key element of the Government's poverty-reduction strategy is to empower the poor to reduce their own poverty and take charge of their own development. Toward this end, the Government is giving key importance to decentralization and to the participation of local communities in the development process. However, the capacity of the poor to participate effectively is often hampered by their inability to find free time to engage in development opportunities, including training and sensitization activities aimed at empowering them to participate as leaders and members of community institutions such as Village Development Committees (VDCs) and Asset Maintenance Committees (AMCs). At times of disaster, this situation leaves the poor even more vulnerable and curtails their ability to cope, making it extremely difficult for poor households to help themselves.

### 📌 *Objective and Intended Outcomes*

54. The objective of the FFASD activity is to increase food security among the rural and urban poor through the creation/rehabilitation of community and household assets in food-insecure areas.

55. The intended outcomes of the activity are:

- increased food production among small farmers, achieved through the creation and rehabilitation of small-scale irrigation schemes in drought-prone areas;
- improved access to markets and to safe sanitary facilities, achieved through the rehabilitation of rural and peri-urban roads and the creation of peri-urban drainage, water supply and waste management systems in poor communities;
- improved resource base, achieved through the creation of community forests, the application of improved soil conservation practices and the development of skills for alternative sources of income-generation; and
- improved capacity and knowledge to mitigate and manage natural disasters.

### 📌 *The Role and Modalities of Food Aid*

56. Food aid will serve as a supplement to meet the short-term food needs of the targeted households and thereby enable them to invest in the creation of household and community assets. It will also enable poor households to free up time to receive training in improved agricultural techniques, in the management and maintenance of the assets created and in community leadership and sensitization activities. The food will be distributed in the form of family rations to participants engaged in food-for-assets and training schemes.

### 📌 *Implementation Strategy*

57. The Department of Local Government (DoLG) will coordinate and implement the FFASD activity and will also chair the Activity Technical Committee (ATC). Members of the ATC will be drawn from the Department of Disaster Preparedness, Relief and Rehabilitation, the Ministry of Agriculture and Irrigation, the Ministry of Natural Resources and Environmental Affairs, and any other relevant Government department. The ATC will also include key NGOs that have signed operational contracts with WFP as well as United Nations agencies providing support to this CP activity.

### 📌 *Beneficiaries and Intended Benefits*

58. The activity will cover 12 districts: three in the central region, five in the southern and four in the northern regions. It will assist about 120,000 people, the majority of whom will be from rural areas, with a smaller number from urban areas, the latter to be identified on



the basis of the outcome of the ILO study on urban poverty. About 50 percent of the beneficiaries will be women, and 25 percent of the assets created will benefit them directly, including village access roads, community-based drinking water systems and improved skills in income-generating activities. Within the communities, participants will be selected by elected activity committees.

59. The improved land productivity; increased access to markets, inputs and services; and improved and diversified skills among men and women will enable the targeted households to expand and improve their resource base. The interventions will make it possible for the targeted households to shift to more sustainable practices (such as the application of improved soil-conservation techniques) and improve their capacity to mitigate and cope with natural disasters. Institutional mechanisms, including AMCs, will be established at the village level, with strong support and backstopping from the ATCs and community-level activity committees.

### **Support, Coordination and Partnerships**

60. WFP will continue its collaboration with ILO and an agreement for Support of Technical Services will be signed with the organization. The ILO services will include guidance in the establishment of FFASD work norms, labour management procedures, asset quality standards and certification and asset maintenance. ILO will also assist in designing the interventions for the urban areas, following the needs assessment on urban poverty. In line with the UNDAF action plan, the FFASD will be implemented in collaboration with UNCDF. Funds from UNCDF, which will be released through the National Decentralization Secretariat, will support procurement of NFIs for infrastructure development activities. Micro-irrigation and land and water management activities will be implemented in collaboration with FAO and the International Fund for Agricultural Development (IFAD). Infrastructure rehabilitation will be closely coordinated with the European Development Fund and Public Works Programme. In the event of disasters, joint assessment and monitoring missions will be carried out in partnership with UNDP, UNICEF and FAO. WFP, as the chair of the United Nations Disaster Management Team, will coordinate the United Nations response to disasters that are declared by the Government.
61. WFP will assign to the FFASD activity an NPO, who will support the District Assemblies (DAs) in planning and activity appraisal in line with the standard activity manuals for Food for Assets and Disaster Mitigation and Response. The DoLG will appoint a national activity coordinator to supervise the activities of all NGOs and community-based organizations to ensure coherence and adherence to activity appraisal and implementation requirements. The line ministries and Government departments will provide technical support in small-scale irrigation, soil and water conservation and construction of village access roads and bridges, and in skills training for food production and income-generating activities.

### **Monitoring Arrangements**

62. All stakeholders participating in the activity will jointly develop and implement a results-based monitoring and evaluation strategy. The indicators to be monitored will include quantitative and qualitative measurements of the assets created; number of beneficiaries involved in the management of the assets and participating in community-based institutions (including the VDCs and AMCs); and changes in ownership, use and control of the assets created. The data will be disaggregated by gender. The DoLG





will be responsible for food monitoring and will prepare and submit QPRs and PIRs to WFP.

### ✦ **Cost Estimate**

63. The FFASD activity is expected to require 16,500 mt of maize and 2,500 mt of pulses, with an estimated direct operational costs of US\$5,938,500. The Government's contribution is estimated at US\$1,337,000.

### Support Activities

64. The CP will support two key activities:
- further development of the Government's capacity to maintain and apply the VAM system; and
  - reinforcement of the Government's institutional capacity in two areas: programme planning and implementation; and food aid policy development.

### ✦ **Vulnerability Analysis and Mapping (VAM)**

65. The VAM unit of the WFP Country Office will continue to work with the NEC, the United States Agency for International Development (USAID) and the European Union Food Security Unit to strengthen the capacity of the Government's Poverty Monitoring Unit (PMU) in the maintenance and application of the VAM system. The VAM system in Malawi is already closely aligned with the USAID-supported Famine and Early Warning System. The WFP VAM unit will assist the Government in establishing a disaster-management information system and contingency planning framework. Specifically, the WFP country office will help develop the capacity of the PMU to: (i) conduct food, nutrition and education surveys; (ii) carry out risk and hazard analysis for natural disasters; and (iii) conduct mid-season and end-of-season crop and household food security assessment surveys. A national consultant (VAM specialist) will be engaged three times a year to support the country office in the implementation of this activity. An estimated funding of US\$50,000 will be required to support this activity.

### ✦ **Institutional Capacity**

66. To reinforce the Government's capacity and to better integrate WFP and other donor activities with Government strategies and policies, WFP will support training in activity identification, design, implementation, participatory planning and monitoring and reporting for government implementing partners. WFP will seek financial and technical inputs from other United Nations agencies and bilateral donors for implementation of this training component.
67. In order to maximize compliance with the Enabling Development policy, WFP will work closely with the NEC in reviewing the National Food Security Policy to ensure that the role of food aid is clearly defined in development and/or humanitarian emergency operation documents and activities. In this context, WFP will assist the Government in the completion of its National Disaster Management Plan and will also assist with the formulation of a Disaster Management Operational Manual. The NEC is committed to ensuring that appropriate legislative measures are put in place under the Disaster Preparedness and Relief Act, thereby facilitating the integration of disaster mitigation into the plans and activities of all government departments. An estimated funding of US\$20,000 will be required to support these two institutional capacity-building components.



## Key Issues, Assumptions and Risks

68. The following are important assumptions:

- The Government will be able to ensure the retention of staff already trained to manage and/or implement a given CP activity and thus avoid dilution of government ownership over time.
- The Government will maintain its commitment to the implementation of the National Food Security Action Plan and the World Food Summit recommendations.
- The DAs will be able to find resources for training their staff in monitoring and evaluation and logistics procedures.
- WFP will be able to overcome the staffing and logistical constraints posed by the emphasis on community-based development activities running concurrently with ongoing development and recurrent emergency activities, as well as increased involvement in monitoring and evaluation.
- The Government will create and maintain an institutional framework for CP management and oversight that facilitates effective integration and linkages among CP activities as well as with other related development activities.
- The Government and donors will secure matching resources, including NFIs, to complement WFP's food support.

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## PROGRAMME MANAGEMENT PROCESS

### Appraisal

69. With technical assistance from specialized United Nations agencies, appraisals will be carried out to assess each activity's technical, economic and social feasibility, and the country office will prepare activity summaries with special consideration for implementing partners' monitoring and evaluation capacity. The supplementary activity on food security and HIV/AIDS will also be appraised. The appraisals will be done immediately after the CP is approved and will define implementation benchmarks for monitoring and evaluation of the activities during implementation and provide the basis for the preparation of the activity summaries. The report of each appraisal will be discussed with all stakeholders, and recommendations will be incorporated into the activity.

70. A local Activity Review Committee (ARC) will be instituted by WFP in consultation with the NEC (chair of the CPAC). The ARC will comprise representatives from the mainline technical ministries, United Nations Agencies, local donor partners with particular interest in a given CP activity and an NGO representative, and will undertake the final technical review recommendation for approval of each activity.

### Programme Implementation

71. Given the changes proposed for the next CP, including the expansion of the SPE activity, the merging of the Disaster Mitigation and Response activity into the FFASD activity and the inclusion of the HIV/AIDS supplementary activity, the current composition of the programme staff of the country office has been reviewed in terms of staff levels and profiles to ensure adequate programming capacity. The country office will maintain the three key NPO posts and one international programme officer post. The incumbent of the latter post will be head of the programme unit and will have experience in



food security and programme and disaster management. Each of the NPOs will be a direct counterpart to the national activity coordinators at the Government level. A strengthened logistics unit, capable of ensuring efficient food aid delivery and tracking, has been put in place at the country office.

72. Following the approval of the CP by the Executive Board, WFP will prepare a CP agreement for 2002–2006 with the Government. After each basic activity document is approved and signed by WFP and the Government, WFP will prepare an operational contract for each activity. The contracts will clearly define the obligations of each party and will be signed by the Minister of Finance and the WFP representative.
73. The NEC will be in charge of national-level coordination and will, with WFP, co-chair the CPAC, which comprises representatives from each of the implementing ministries/agencies. The CPAC will meet twice yearly and will be responsible for the general oversight of CP implementation as well as the establishment and reassessment of linkages and synergy with other national development programmes. Under the CPAC, a technical subcommittee will have responsibility for the design, implementation arrangements, monitoring and evaluation of CP activities as well as their integration into national development programmes. At the implementation level, the DA will be the structure for coordination and management.
74. All programme activities will be planned and implemented with a high degree of community involvement. The SP activity will place major emphasis on community-based supplementary feeding, health- and nutrition-related training for parents and development of skills for income generation, aimed at resolving the problem of recurrent malnutrition. The participation of mothers, primary health-care workers/volunteers and traditional birth attendants will help to improve child-care practices. The SPE activity will also require a high degree of community commitment and willingness to co-manage the activity through the PTAs and SMCs. The VDCs and AMCs will be elected by the communities and will be responsible for planning and overseeing the implementation of the FFASD activities at the community level. Through the VDCs, communities will prepare Village Action Plans identifying the assets required, such as village roads, irrigation schemes, drinking water facilities and other interventions, according to priority. Enabling Development-compliant activities will be supported, subject to availability of resources. In districts where the decentralized system is not fully operational, the CP will rely on NGOs and community-based organizations to strengthen the implementation process.
75. For each CP activity, the government contribution will be in the form of staff salaries, operational costs and NFIs. Regarding the SPE activity, the provision of additional teachers, school buildings/classrooms, water supply and sanitation facilities, funded by the Government and/or other implementing partners, will be a condition for the expansion of WFP's support.
76. WFP will enter into partnership with NGOs, which will be contracted for secondary transportation and distribution of food aid to beneficiaries. In some cases, the NGO implementing partners will also be responsible for activity implementation and will contribute to the NFIs and the monitoring costs.
77. The country office has developed a logistics master plan, which will be reviewed and upgraded as implementation gathers momentum, in order to ensure cost-effectiveness and efficiency in food aid delivery and distribution. Greater emphasis will be placed on using the private sector and NGOs for transportation and distribution.
78. A flexible procurement strategy will be adopted for procurement of cereals locally when surpluses are available and for importing at times of drought or scarcity. The blended food



*Likuni Phala*, produced locally, will be purchased for use in the SF and SPE activities. Commodities that are not available locally, or for which prices are not competitive with the global market, will be procured from outside the country. All local procurement will be done in accordance with WFP procurement guidelines and procedures.

79. The implementing authority for each CP activity, in consultation with the country office, will prepare an annual implementation plan that clearly shows the targets to be achieved during the year. Should it become necessary to reallocate resources between activities, the CPAC will review and provide guidance on the proposed reallocation.

### Exit Strategy

80. The geographical allocation of the CP resources will be determined on the basis of VAM data and analysis. Food aid development activities and the WFP food assistance will be gradually phased out in each community as food availability and household consumption improves on a sustainable basis. Periodic VAM updates will be crucial for guiding such decisions and also in guiding the CPAC in decision-making on the reallocation of resources among CP activities or districts. The WFP country office will work closely with the Government to ensure that the Government's contribution to the CP is progressively increased through its Poverty Reduction Strategy and budgets. All CP activities will adopt a community-based phase-out strategy that will aim to empower communities and make them more self-reliant through increased and diversified production on their own farms, increased earning opportunities and improved household food economy and nutrition. Additionally, strengthening of structures aimed at fostering community ownership and leadership, as well as of the institutions responsible for the use and maintenance of community assets, will be integrated into the activity planning, implementation and phase-out strategy, with a view to empowering the targeted communities and households to make a shift to more sustainable livelihoods and to continue to maintain the assets created after the termination of WFP assistance.
81. The Government will ensure full ownership of the CP and its implementation through the ongoing decentralization policy and full commitment of its technical services to the implementation of the CP.

### Sustainability

82. Support to the VDCs and AMCs for asset maintenance will be strengthened and a national framework for community asset maintenance will be developed and integrated within the district development plans. WFP will identify resources to train community and district authorities in the management of the assets created after the termination of external assistance. The creation of PTAs and SMCs will be an important part of the SPE activity. The Soybean and Vegetable Seed Revolving Fund, the health and nutrition training and skills training for income-generating activities will contribute to moving the targeted households toward practising more nutritious food habits.

### Programme Monitoring and Audit

83. The WFP country office in Malawi, the Government and other stakeholders will formulate jointly a results-based monitoring and evaluation strategy for the CP that takes into account the indicators reflected in the logical framework (Annex II) and the targets established in the annual activity plans. The line ministries and the national activity coordinators will ensure regular and timely monitoring and reporting. Each operational contract will outline detailed requirements and responsibilities for implementation of the monitoring and evaluation component. The CP implementation and management



procedures will be reviewed regularly by the CPAC to take advantage of lessons learned from the monitoring and evaluation reports.

84. The Government and NGO implementing partners will submit audited reports to WFP. The audit reports will give account of food aid received and distributed, and balances and utilization of any funds and NFIs supplied by WFP for each of the CP activities. At the end of the CP, a final audit will be carried out and a consolidated report submitted to WFP by the Government within six months of the termination of the proposed CP.

### Supplementary Activities

85. Although support to HIV/AIDS-infected and -affected people has been mainstreamed into the basic activities of the CP, the dimension of the problem in Malawi justifies a higher level of resources than what is available through the basic activities. Should additional resources become available, a supplementary activity specifically tailored to HIV/AIDS-infected and -affected households will be implemented. The overall objectives of this activity are: (i) to improve household food security of chronically ill persons, orphans and other household members; and (ii) to strengthen the coping mechanisms and enhance skills of HIV/AIDS-affected households in income-generating activities. The CP supplementary activity will be implemented in four districts, targeting 5,000 orphans and 20,000 chronically ill people per year.
86. The supplementary activity is expected to require 14,000 mt (2,800 mt per year) of food commodities composed of 11,500 mt of maize and 2,500 mt of pulses for the period of the CP, with an estimated direct operational cost of US\$4,717,885. The Government's contribution is estimated at US\$500,000. This activity will be subject to availability of funding.

### Evaluation

87. The individual activities will be reviewed and evaluated periodically. Arrangements for evaluations and case studies will be built into the basic activities and will serve to indicate whether corrective action is needed to revise component objectives and outcomes. Activity completion reports will be prepared for all completed CP activities. About two years before the presentation of the succeeding CP, i.e. in late 2004, the CP will be evaluated to ensure that it is well focused and that its goals and objectives are still relevant and are being met. This timeframe will permit evaluation recommendations to be taken into account in the preparation of the next CSO and will provide accountability to the Executive Board for the use of CP resources.

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## RECOMMENDATION OF THE EXECUTIVE DIRECTOR

88. For the proposed Malawi Country Programme covering the period 2002–2006, the Executive Director requests that the Executive Board approve, subject to the availability of resources, US\$21.1 million, representing all basic direct operational costs, and endorse US\$4.7 million for supplementary resources (as per Annex III).





## ANNEX I

### EXECUTIVE SUMMARY OF THE MALAWI CSO (WFP/EB.3/2000/6/2)

Malawi is both a least developed and low-income, food-deficit country (LDC/LIFDC). The mortality rate of children under 5 is 234 per 1,000 (Malawi Integrated Household Survey— IHS, 1997/98). Malawi's population is estimated at 9.8 million (1998 census), its per capita gross domestic product (GDP) is US\$220 (the 1999 Government of Malawi's estimate for the Malawi Consultative Group Meeting in May 2000). The UNDP Human Development Report for 1999 ranks Malawi 159<sup>th</sup> out of 174 countries considered.

Agriculture dominates Malawi's economy (35 percent of GDP) and its exports (90 percent). The greater share of its export receipts is derived from tobacco, the price of which follows the main export market. Poverty is much more pronounced in the rural areas, where 86 percent of households are located (IHS, 1997/98). In addition, declining agricultural productivity and increasing land fragmentation have pushed growing numbers of smallholders into the urban areas in search of employment, thus swelling the ranks of the urban poor.

Since 1990, the national food balance has generally been in deficit, and is highly vulnerable to climatic vagaries. Drought and floods are recurring phenomena. Moreover, even in years with favourable economic and weather conditions, there is still a hard core of areas suffering from chronic food insecurity. Income inequality is high and worsening, thus increasing the number of households that are food-insecure. Chronic malnutrition among children under 5 and primary schoolchildren is high, particularly in the areas where there is acute food insecurity.

WFP's mission in Malawi will be to help poor, food-insecure communities reduce their food insecurity and vulnerability to external shocks and natural disasters. The strategy will centre on actions to improve nutrition through training and community development; to increase the stock of directly productive assets controlled by households and communities; to enhance disaster preparedness and response at the community and household levels; and to assist the Government in the formulation of its food aid policy and the finalization of the National Disaster Management Plan.

Future activities will address Enabling Development priorities 1, 2, 3 and 4 (decision 1999/EB.A/2). In addition, they will focus exclusively on the poorest rural areas in districts characterized by chronic food insecurity and a high concentration of urban poor. The activities will be channelled increasingly through a multi-sector food aid intervention (a Food Fund). WFP will provide support to the Department for Relief and Rehabilitation through its Vulnerability Analysis and Mapping (VAM) Unit. The Programme will also endeavour to secure support for non-food expenditures, such as training and credit, so that beneficiaries may gain longer-term development benefits along with receiving food assistance.

This Country Strategy Outline (CSO) will guide the preparation of the Malawi Country Programme (CP) for 2002–2006. It has been elaborated over a three-month consultative process involving a large number of representatives from government institutions, United Nations agencies, NGOs and donors. The process has been synchronized and harmonized with that of the forthcoming United Nations Development Assistance Framework (UNDAF) for Malawi. Joint programming opportunities are still at the design stage. Internal planning and budgeting exercises by partners interested in area-based development have not yet been finalized. It will therefore be necessary to develop a flexible approach to programming WFP's assistance in order to be ready to take advantage of emerging opportunities.



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## HIGHLIGHTS OF THE DISCUSSION HELD DURING THE EXECUTIVE BOARD ON THE CSO FOR MALAWI

The Board endorsed the strategy proposed for Malawi's second-generation Country Programme (2002–2006) which took into account the country's least developed status and frequent natural disasters. The Board noted that the strategy was in line with both national and WFP policies, and had taken into account the main issues raised by the evaluation of the ongoing Country Programme, particularly the Government's commitment to and ownership of future WFP assistance.

The Secretariat stressed that the CSO resulted from a consultative process involving national authorities, including principal secretaries of line ministries.

One representative recommended taking advantage of already available data such as the National Nutritional Survey. It was also suggested that the country office link with and participate in the ongoing formulation of a National Food Security Policy. In response to a query, the Secretariat clarified that expansion of an ongoing school feeding programme would be guided by its success.

The Board suggested utilizing donors' special grants for counterpart training and technical assistance when preparing the Country Programmes. The Secretariat confirmed that a request for those funds was being processed. One representative noted that the Government would need to ensure that certain conditions were met before primary education could be expanded. The Board suggested that the Secretariat include these conditions in future documents.





COUNTRY PROGRAMME FOR MALAWI (2002–2006)—LOGICAL FRAMEWORK SUMMARY		
Results Hierarchy	Performance Indicators	Assumptions and Risks
<p><b>Goal at national level:</b> The central objective of the Government's Draft Poverty Reduction Strategy Paper (PRSP) is "to empower the poor to reduce their own poverty and take charge of their own development and productivity through broad-based participation in socio-economic development"</p>	<p>Percentage of people below the poverty line reduced from 65 percent in 1998 to 55 percent in 2006</p>	<p><b>Assumptions:</b> The PRSP will enable Government to increase investment in basic education, primary health care and agriculture sectors. Governance, being one of the three intervention areas of UNDAF, will be improved.</p>
<p><b>Goal of Country Programme:</b> Strengthen the capacity of food-insecure households (especially those headed by women) to meet their food and nutritional needs and withstand external economic shocks, drought and floods while addressing gender imbalances and HIV/AIDS</p>	<p><b>Impact indicators:</b> Percentage of households (smallholders) that become food insecure every year by August reduced from 53 percent to 40 percent by 2006 (CCA) Percentage of households unable to buy adequate food reduced from 82 percent to 60 percent by 2006 (CCA)</p>	<p>Resources required to implement the CP mobilized. Stakeholders will adhere to government commitments to enhance socio-economic development. Government will commit to the implementation of the National Food Security Action Plan and the World Food Summit recommendations.</p>
<p><b>Purpose of the Country Programme (Activity-level Goals)</b></p>	<p><b>CP Outcome Indicators</b></p>	
<p>1. Improve health status of mothers and under-5 children in poor, food-insecure areas through increased food consumption and improved health and nutrition practices</p>	<p>Infant morbidity and mortality rate reduced Neo-natal mortality reduced Number of malnourished women among expectant and nursing mothers in food-insecure areas reduced Maternal mortality rate among women in the targeted communities reduced</p>	<p><b>Assumptions:</b> The PRSP will be finalized and implemented throughout the CP. Government will commit to the implementation of the National Food Security Action Plan and the World Food Summit recommendations.</p>



**COUNTRY PROGRAMME FOR MALAWI (2002–2006)—LOGICAL FRAMEWORK SUMMARY**

<b>Purpose of the Country Programme (Activity-Level Goals)</b>	<b>CP Outcome Indicators</b>	<b>Assumptions and Risks</b>
2. Increase primary school enrolment and attendance and reduce drop-out rates of children in food-insecure areas (particularly girls and orphans) through provision of school meals	<p>Disparities in child gross school enrolment reduced significantly between girls and boys</p> <p>Awareness increased among targeted communities of the importance of child education in general and that of girls and orphans in particular</p> <p>Number of children returning to school after the introduction of the programme</p>	<p><b>Assumptions:</b></p> <p>The PRSP will be finalized and implemented throughout the CP.</p> <p>Government will provide complementary inputs (qualified teachers, textbooks, desks) and construct school blocks in areas with increased enrolment.</p>
3. Increase food security among rural and urban poor through the creation/rehabilitation of community and household assets in food-insecure areas	<p>Access to isolated communities increased</p> <p>Awareness among targeted communities of the importance of community assets maintenance increased</p> <p>Community participation in development activities increased</p>	<p>The PRSP will be finalized and implemented throughout the CP.</p>
<b>Purpose of each Country Programme Activity</b>	<b>Activity Outcome Indicators</b>	
1.1 Improve nutritional status of the vulnerable groups (children under 5, expectant and nursing mothers and HIV/AIDS-infected children and mothers) through supplementary feeding	<p>Number of underweight children and number of children with low birth weight reduced by 20 percent by 2006</p> <p>Percentage of above-standard under-5 children's height-for-weight ratio increased</p> <p>Average weight gain for expectant mothers</p> <p>Number of malnourished children and women among HIV/AIDS-infected children and mothers in MCH and CBSF clinics and NRUs reduced</p>	<p><b>Risk:</b></p> <p>Control of high staff turnover in Government service will lead to loss of capacities with departure of trained staff.</p> <p><b>Assumption</b></p> <p>Other health interventions (e.g. vaccination, HIV/AIDS, MCH, etc.) will be put in place and sustained.</p>



**COUNTRY PROGRAMME FOR MALAWI (2002–2006)—LOGICAL FRAMEWORK SUMMARY**

<b>Purpose of each Country Programme Activity</b>	<b>Activity Outcome Indicators</b>	<b>Assumptions and Risks</b>
1.2 Improve complementary nutrition practices through implementation of a Soybean and Vegetable Seed Revolving Fund and through skills training in good health, nutrition and child-care practices and in income-generating activities	Percentage of households using home-produced soya in their diets increased by 20 percent by 2006  Knowledge and practice of community health workers and mothers in targeted areas improved	<b>Assumptions:</b>  Funding for soy seeds will be mobilized.  Qualification and motivation of health staff will be improved and sustained.
2.1 Increase primary school enrolment of children, especially girls and orphans from poor, food-insecure households	Gross enrolment rates in targeted schools increased on average by 20 percent from 2003 (25 percent girls and 15 percent boys)	Awareness of the role of girls' education among parents and guardians will be enhanced.
2.2 Reduce disparities in school enrolment and the drop-out rates between boys and girls at the targeted primary schools	Percentage of girls enrolled in schools increased by 10 percent per year  School drop-out rate decreased by 75 percent by 2006	Parent-teacher associations will provide an enabling environment for more girls to return to school.  Qualified teachers, textbooks and desks will be provided to ensure good quality of education in targeted primary schools.
3.1 Increase food production among small farmers, through the creation and rehabilitation of small-scale irrigation schemes in drought-prone areas	Yields at farm and household level increased by 15 percent every year through FFASD  50 ha of small-scale irrigation developed per year	No major disasters will occur.
3.2 Improve access to markets and to safe sanitary facilities through the rehabilitation of rural and peri-urban roads, and the creation of peri-urban drainage, water supply and waste-management systems in poor communities	Average travel time from communities to the markets reduced by 20 percent	The provision of steady market information and the existence of organized marketing systems in rural areas will boost the pricing and bargaining power of farmers.
3.3 Improve resource base through the creation of community forest, application of improved soil-conservation practices and development of skills for alternative sources of income generation	Area protected or reclaimed through erosion control measures increased by 15 percent every year	Proper extension support for land and water management at the community level will enable the adoption and application of soil and water conservation technologies.



**COUNTRY PROGRAMME FOR MALAWI (2002–2006)—LOGICAL FRAMEWORK SUMMARY**

3.4 Improve capacity and knowledge to mitigate and manage natural disasters	Effects of natural disasters on the targeted communities reduced	Government will fulfill its obligation to complete and adopt the National Disaster Management Action Plan to ensure effective implementation of disaster mitigation activities.
<b>Major Outputs</b>	<b>Output Indicators</b>	<b>Assumptions and Risks</b>
1.1.1 38,000 malnourished children between 6 months and 5 years, 8,000 accompanying mothers or caretakers and 34,000 expectant or nursing women per year receive 27,500 mt of food aid in 5 years	<p>Number of male and female severely malnourished children attended to and fed in NRUs</p> <p>Number of male and female moderately malnourished children attended to and fed in MCHs and CBSF centres</p> <p>Number of women enrolled in the HIV/AIDS VCCT in MCH/CBSF clinics</p>	<p><b>Assumptions:</b></p> <p>The European Union nutrition outreach programme will be supported.</p> <p>The Voluntary Confidential Counselling and Testing (VCCT) programme will be adhered to and sustained.</p>
1.2.1 5,000 poor, vulnerable households participate in soy seed revolving loan scheme per year and become self-reliant from 2003	Number of loans provided, number of farmers and households trained in utilization of soy seeds	<p>Soy seeds will be available through Government and other bilateral donors.</p> <p>Adequate extension support will be received for production and processing of soy seeds to strengthen activity implementation.</p>
1.2.2 100 CHWs and TBAs trained in nutrition, weaning practices, hygiene and sanitation, safe motherhood and sexually transmitted diseases, including HIV/AIDS	Number of CHVs and TBAs trained	There will be sustained interest and motivation of CHVs and TBAs in community health and nutrition activities.
2.1.1 50,000 pupils per year are enrolled in school and regularly attend classes, leading to improved class performance	Number of pupils present during classes; class pass rates and repetition rate	Government will provide complementary inputs (classrooms, learning materials, teachers) to the targeted schools for effective programme implementation.



**COUNTRY PROGRAMME FOR MALAWI (2002–2006)—LOGICAL FRAMEWORK SUMMARY**

<b>Major Outputs</b>	<b>Output Indicators</b>	<b>Assumptions and Risks</b>
2.2.1 50,000 pupils per year are fed at school and 32,500 receive take-home ration	Number of children fed at school, number of girls receiving take-home rations	<b>Assumptions:</b> Community members will continue to volunteer to prepare school meals.
2.3.1 50 percent of enrolled pupils are girls and 15 percent are orphans	Number and percentage of girls present during classes.	Parents will be sensitized to the benefits of education for female children and encouraged to release their girls to attend primary education.
3.1.1. 400 ha of small-scale irrigation schemes are constructed or rehabilitated	Area of small-scale irrigation schemes rehabilitated and developed; length of irrigation canals constructed	Government and donors will secure matching resources and NFIs to complement WFP's support.  There will be qualified government extension staff in small-scale irrigation, and soil and water conservation technologies.
3.2.1 2,250 kms of village access roads are rehabilitated	Length of rehabilitated access roads	Government, NGOs, donors and beneficiaries will continue to demonstrate commitment for implementation of National Forestry Action Plan and National Environmental Action Plan.
3.3.1 10,000 ha of degraded hills, watersheds and bare land are rehabilitated	Area of hills, watersheds and land rehabilitated	Government commitment to disaster preparedness and mitigation will be maintained at the central, district and community levels.
3.3.2 50 km of river flow line are rehabilitated and riverbanks reinforced	Length of reinforced riverbanks	National Flood Forecasting and Mitigation programme will be operational through Ministry of Water Development.



**COUNTRY PROGRAMME FOR MALAWI (2002–2006)—LOGICAL FRAMEWORK SUMMARY**

<b>Major Outputs</b>	<b>Output Indicators</b>	<b>Assumptions and Risks</b>
3.3.3 20 micro-dams and 300 km of catchment terracing, stone line, storm water drainage lines, and marker ridge are constructed	Number of micro-dams, marker ridges, terracing, and length of drainage lines constructed	<b>Assumptions:</b> Targeted communities' commitment to environmental protection will be maintained.
3.4.1 140 civil protection committees and 14 district assembly administrations are trained in disaster management	Number of operational committees (activity planning, asset maintenance and food distribution committees) and district assembly administrations trained in disaster preparedness, mitigation and response	Communities will adhere to and make use of acquired awareness, knowledge and skills.

**Target Beneficiaries:** Undernourished children from poor, food-insecure households in rural and peri-urban areas; households and communities affected by HIV/AIDS; poor and hungry households in disaster-prone areas; women and vulnerable children in general and girls and orphans in particular.



## ANNEX III

## BUDGET PLAN FOR MALAWI COUNTRY PROGRAMME (2002–2006)

## Basic Activities

	Activity 1	Activity 2	Activity 3	Total
Food commodities (mt)	20 000	25 000	19 000	<b>64 000</b>
Food commodities (value)	5 988 180	6 150 000	4 380 000	<b>16 518 180</b>
External transport	229 397		330 000	<b>559 397</b>
LTSH (total)	960 000	1 174 995	893 000	<b>3 027 995</b>
LTSH (cost per mt)	48	47	47	
ODOC	335 000	341 000	335 500	<b>1 011 500</b>
<b>Total direct operational costs</b>	<b>7 512 577</b>	<b>7 665 995</b>	<b>5 938 500</b>	<b>21 117 072</b>
DSC <sup>1</sup>				<b>3 022 000</b>
ISC <sup>2</sup>				<b>1 882 847.62</b>
<b>Total WFP costs</b>				<b>26 021 919.62</b>
<b>Government contribution</b>	<b>1 406 000</b>	<b>1 757 000</b>	<b>1 337 000</b>	<b>4 500 000</b>

<sup>1</sup> The direct support cost (DSC) amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

<sup>2</sup> The indirect support cost (ISC) rate may be amended by the Executive Board during the period covered by the Country Programme.

## BUDGET PLAN FOR MALAWI COUNTRY PROGRAMME (2002–2006)

## Supplementary Activities

	Activity 1	Total
Food commodities (mt)	14 000	<b>14 000</b>
Food commodities (value)	3 580 000	<b>3 580 000</b>
External transport	341 880	<b>341 880</b>
LTSH (total)	616 005	<b>616 005</b>
LTSH (cost per mt)	44	
ODOC	180 000	<b>180 000</b>
<b>Total direct operational costs</b>	<b>4 717 885</b>	<b>4 717 885</b>
DSC <sup>1</sup>		<b>365 000</b>
ISC <sup>2</sup>		<b>396 465.03</b>
<b>Total WFP costs</b>		<b>5 479 350.03</b>
<b>Government contribution</b>	<b>500 000</b>	<b>500 000</b>

<sup>1</sup> The direct support cost (DSC) amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

<sup>2</sup> The indirect support cost (ISC) rate may be amended by the Executive Board during the period covered by the Country Programme.



## ACRONYMS USED IN THE DOCUMENT

AMC	Assets Management Committee
ARC	Activity Review Committee
ATC	Activity Technical Committee
CBSF	Community-based supplementary feeding
CCA	Common Country Assessment
CHAM	Christian Hospital Association of Malawi
CP	Country Programme
CPAC	Country Programme Advisory Committee
CSO	Country Strategy Outline
DA	District Assembly
DEO	District Education Officer
DHS	Demographic and Health Survey
DoLG	Department of Local Government
EU	European Union
FAO	Food and Agriculture Organization
FFASD	Food for Assets and Development
HIV/AIDS	Human immunodeficiency virus/acquired immune-deficiency syndrome
IFAD	International Fund for Agricultural Development
IHS	Integrated household survey
ILO	International Labour Organisation
LDC	Least developed country
LIFDC	Low-income, food-deficit country
LTSH	Land transport, storage and handling
MCH	Mother and child health
MoEST	Ministry of Education, Science and Technology
MoHP	Ministry of Health and Population
NEC	National Economic Council
NFI	Non-food item
NGO	Non-governmental organization
NPO	National Programme Officer
NRU	Nutrition Rehabilitation Unit
PIR	Project Implementation Report



PTA	Parent-teacher association
QPR	Quarterly Progress Report
SF	Supplementary Feeding
SMC	School management committee
SPE	Support to Primary Education
UNAIDS	United Nations Programme for HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDMT	United Nations Disaster Management Team
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VAM	Vulnerability analysis and mapping
VDC	Village Development Committee
WHO	World Health Organization

