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COUNTRY STRATEGY OUTLINES

Agenda item 6

For consideration



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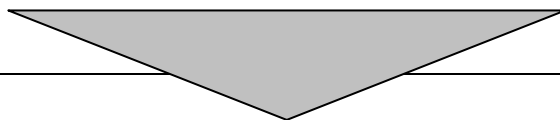
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COUNTRY STRATEGY OUTLINE— MALAWI

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Note to the Executive Board



This document is submitted for consideration to 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

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 159th 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.

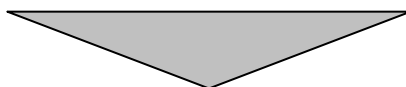
Future activities will address Enabling Development priorities 1, 2, 3 and 4 (decision 1999/EB.A/2). In addition, they will focus exclusively on the poorest rural areas in districts characterized by chronic food insecurity and a high concentration of urban poor. The activities will be channelled increasingly 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.

Draft Decision



The Board endorses the Country Strategy Outline for Malawi (WFP/EB.3/2000/6/2) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



FOOD INSECURITY AND THE HUNGRY POOR

Economic and Social Context

1. Malawi is one of the world's poorest countries. The population is estimated at 9.8 million (1998 census), with a density averaging 105/km², although this varies by region. Over the last 20 years, the intercensal population growth rate has fallen from 3.7 percent to 1.9 percent. Despite a moderate growth performance over the last few decades, several external factors (including occasional severe droughts and floods and, until recently, the presence of over 1 million refugees from Mozambique) have kept the incomes of a majority of Malawians extremely low. Also, because of Malawi's land-locked situation, transportation costs for imported agricultural inputs and exports have rendered its products uncompetitive over a long period.
2. It is estimated that 60 percent of the population live below the poverty line, defined as US\$40 a year. The food insecurity situation at the household level has been deteriorating each year as a result of declining food productivity, rising population and the increasing incidence of poverty. Almost three and a half decades after independence, Malawi's predominantly agricultural economy (35 percent of GDP and 90 percent of exports) remains fragile, highly subsistent and very sensitive to external shocks.
3. Although agriculture is the backbone of the national economy, in effect, the largesse of donor countries and agencies is arguably one of the principal determinants of the level of gross national income. Increasing land fragmentation and a steady decline in the use of agricultural inputs have led to a secular fall in levels of agricultural productivity. This has in turn forced an increasing number of smallholders to seek employment on commercial farms and in urban areas, thereby depressing already low wage levels for casual labour and swelling the ranks of the urban poor. It has also resulted in increased imports in maize—the country's staple food—in recent years (except in 1999 and 2000, when there were bumper crops).
4. The decline in economic performance has translated into a deterioration in the welfare of the population, most of whom (86 percent) live in rural communities. The country's per capita GDP was estimated at US\$220¹ in 1999. Moreover, physical restrictions on the size of holdings as well as prohibitions on the production of tobacco, the main export crop, for smallholder farmers under the old political dispensation (until 1994) perpetuated a highly unequal distribution of income. As measured by the Gini coefficient, income disparity worsened from 0.48 in 1968 to 0.64 in 1998.² In the 1999 Human Development Report, the UNDP poverty index showed that almost half the population of Malawi suffered from the three fundamental forms of deprivation, i.e. short life expectancy, precarious living conditions and lack of education. Malawi is ranked 159th among the 174 countries for which human development indices have been calculated.

¹ "Interim Poverty Reduction and Growth Strategy Paper—a Road Map", paper presented by the Government of Malawi at the Consultative Group Meeting in May 2000.

² Malawi Integrated Household Survey (IHS) 1997/98 (preliminary estimates).



Characteristics of Food Insecurity

5. Since 1990, the national food balance has generally been in deficit (with the exception of the 1998/99 and 1999/2000 harvests), and the proportion of Extension Planning Areas (EPAs) producing below their requirements in terms of dietary energy availability³ has varied from a high of 91 percent in 1992 to a low of 18 percent in 1999. Thus, food security remains precarious because the high degree of land fragmentation, low access to agricultural inputs, limited availability of water control infrastructure (dams, wells, small-scale irrigation schemes, etc.) and consequent low levels of agricultural productivity render smallholders extremely vulnerable to climatic vagaries.
6. Domestic food availability has been improving over the last four crop years. Moreover, in 1999 and 2000 the national cereal budget registered substantial surpluses (albeit with considerable geographic variation) because of a bumper maize crop. This was due to a favourable, but temporary, combination of circumstances: increased input utilization (the distribution of free fertilizer and seed for 0.1 ha to each farm family under the Starter Pack Scheme and soft input loans under an expanded Agricultural Productivity Investment Programme) and good weather conditions. It is unlikely that the Government can sustain these schemes with the present levels of funding. Thus, the current output levels are unlikely to be maintained.
7. Despite the last two harvests, VAM estimates indicate that the populations in 36 out of 154 EPAs (located in 13 out of 27 districts in the country) consume below the minimum daily energy requirement of 2,200 Kilocalories. This is an improvement over the previous year's total of 51 EPAs. However, 17 EPAs produced less than their historical average (in six of them—Dowa, Salima and Mangochi districts—for the second consecutive year) and are classified as chronically food-insecure. The remaining 19 EPAs can be classified as potentially food-insecure. The districts affected are Karonga, in the northern region; Dowa, Lilongwe, Dedza and Salima, in the central region; and Mangochi, Chiradzulu, Blantyre, Thyolo, Chikwawa, Mulanje and Nsanje, in the southern region.
8. Floods and drought are recurrent phenomena in Malawi. It is noteworthy that the districts most prone to these natural disasters are also among those that are classified as chronically food-insecure: Salima, Chikwawa, Mulanje, Nsanje and Karonga. Up to the present, emergencies resulting from natural disasters have been managed on an ad hoc basis. Although a National Disaster Management Plan is under preparation, so far it is more of a situation analysis than a blueprint or manual for preparedness measures and procedures to be followed by all agencies involved. Work has started on such a manual but is progressing slowly because of lack of funding and inadequate coordination.

Malnutrition and Vulnerability

9. There are a number of factors that cause malnutrition in Malawi. These include frequent infections, low energy intake, poor dietary habits and traditions such as early weaning and close birth-spacing, which are further aggravated by HIV/AIDS. Most families do not produce or acquire enough food because of insufficient cash to purchase farm inputs such as improved seed, fertilizers, pesticides, improved livestock breeds and drugs for livestock.
10. Food insecurity is seasonal in nature, with the pre-harvest period (December to March) characterized by localized acute food shortages. Malnutrition has a negative impact on the

³ WFP/VAM uses a consumption-based threshold of 2,200 Kilocalories a day based on the recommendations of the FAO/WHO Consultative Group on Nutrition for per capita daily energy intake, and reflects an average consumption norm for all population groups.



supply of labour and the physical capacity to work. This in turn reduces agricultural productivity as the seasonal hunger period coincides with the period of greatest labour demand for agriculture. Moreover, inadequate diversification in food production contributes to food insecurity. This has been so because Malawians define food security as having enough maize for consumption, forgetting the important role of other food crops such as cassava, rice, sorghum, sweet potato and grain legumes.

11. According to statistics from the Ministry of Agriculture and Irrigation (MAI), women continue to dominate the agricultural workforce. In 1993, 92.5 percent of female labour was engaged in agriculture as compared with 69.3 percent of men. However, despite their major contribution to the agricultural sector, women have limited access to land in their individual capacity because of the various social, economic, cultural and legal constraints. Women generally own smaller plots, have fewer adult labourers in their families and therefore need more piece-work labourers than others, but are generally less able to pay them. In fact, it is the poorest women who must work on others' farms to earn additional wages. As a consequence, the women's own farms are neglected, which perpetuates their poverty.
12. All the health indicators, including the low life expectancy estimated at 39.3 years in 1997⁴ and already affected by the high prevalence of HIV/AIDS, are likely to be made worse by the current high prevalence of HIV-positive individuals of more than 14 percent (and 16 percent for the age group 15-49 years⁵). Over 40 percent of all in-patients are admitted on account of AIDS-related diseases. HIV/AIDS appears on its way to becoming the largest cause of maternal orphans and paediatric AIDS cases and the single largest determinant of life expectancy. It may consequently become the largest cause of household and family resource drain, as patients try various therapies while at the same time losing their ability to earn income.
13. Health indicators for children and infants are extremely poor. Infant mortality (127 per 1,000 live births) and under-5 mortality (234 per 1,000 live births) rates are too high. Although both have marginally improved from 169 and 258, respectively, over a ten-year period, they are still among the highest in the region. Over 50 percent of expectant mothers and over 70 percent of children are anaemic.⁶ Fourteen percent of mothers have a short stature (obstetrically at risk) and 9 percent are affected by chronic protein energy undernutrition.
14. This situation is largely attributable to the fact that women face a lower nutritional status at the household level compared with men. Cultural practices militate against women over control of cash income, thereby contributing to household food insecurity. These practices also force women to deny themselves food of the right quality and quantity in favour of male adults and children. In most cases this seriously compromises their nutritional status.⁷ Thus, maternal mortality, at 620 per 100,000 live births, is also too high and has not changed in ten years.
15. According to the National Plan of Action for Nutrition (1995), Malawi has two pronounced nutritional problems: protein energy malnutrition and micronutrient deficiencies (iodine, vitamin A and iron). Malawi is classified by WHO as an

⁴ UNDP, Human Development Report 1999.

⁵ UNAIDS.

⁶ Nutrition Facts for Malawian Families, NEC 1998.

⁷ National Gender Policy, March 2000.



iodine-deficient country. The whole population is at marginal vitamin A deficiency, and 27 percent of schoolchildren in severely affected iodine-deficient districts have goitre. While children under 5 die of malnutrition, anaemia, pneumonia and diarrhoeal diseases, their mothers die of puerperal sepsis, obstructed labour and complications from incomplete abortions. Among children between the ages of 6 months and 5 years, the prevalence of low weight-for-age (30 percent), wasting (14 percent) and particularly stunting (42 percent) is high, even more so in rural areas.⁸

16. Education indicators, although improving, are also poor because of the relatively low funding accorded to basic education. Education indicators for girls are particularly poor because of poverty and cultural beliefs and practices. Adult female illiteracy is estimated at 71 percent, while that of men is 52 percent. The gross enrolment ratio between girls and boys at the primary level is currently almost 1:1,⁹ but the drop-out rate for girls is still high compared with that of boys. In the final year of primary school, only 25 percent of the students are girls. The quality of education has not improved much over the years. The teacher/pupil ratio has averaged over 1:60 while the textbook/pupil ratio has averaged 1:7. Both of these ratios are worse than the recommended levels, especially in rural areas.

The Target Population

17. Malawi's poverty and the poor social indicators are attributed to poor economic indicators. The economy is dominated by agriculture and most of the income of the rural population is derived from that activity (41 percent of all household income by source¹⁰). In Malawi, 54 percent of food expenditure is met through home production;¹¹ the rest is procured from the market or other sources. However, in the rural food-insecure districts—also because of the small size of household landholdings—home food production covers only one third or less of those households' needs.
18. Moreover, as a result of the high and increasing population pressure, fallow periods for restoring soil fertility have been reduced greatly in smallholder farming systems and cultivation is expanding to marginal and less fertile areas. This is leading to deforestation, soil erosion and a general degradation of the natural resource base. This problem is most serious in southern Malawi as compared with central and northern Malawi. It is also much worse in the areas previously inhabited by the Mozambican refugees.
19. The bulk of the poor in Malawi (86 percent) live in rural areas. 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 households most vulnerable to food insecurity in Malawi are those headed by women (estimated at 26 percent of all smallholders), farming households with less than 1 ha of land for cultivation, casual workers, estate workers and tenants, and the urban poor.
20. Only about 24 percent of the labour force is employed in the formal sector (23 percent of all household income¹²), with wages that have been eroded by increased taxes and inflation. Moreover, women comprise only 15 percent of the labour force in this sector.

⁸ Malawi Integrated Household Survey (IHS), 1997-98 (preliminary estimates).

⁹ IHS 1997/98.

¹⁰ *ibid*

¹¹ *ibid*

¹² IHS 1997-98.



This, coupled with the natural disasters, such as drought and floods, that marked the 1990s, has resulted in poverty in both urban and rural areas, with women representing the largest and most vulnerable group of the poor.

21. While all areas of Malawi contain severely poor and malnourished people, the highest rates are found in the most food-insecure EPAs, which include the areas most vulnerable to drought, floods and low and declining soil fertility caused by environmental degradation. Poor rural households are unable to accumulate reserves and are therefore highly vulnerable to crises such as natural disasters. To prevent the regular degradation of nutritional status and the destruction of human and physical assets during disasters, it is essential that vulnerable families have access to food during these periods and are assisted in protecting themselves against the effects of disaster. WFP has been involved in some of these support activities, and disaster mitigation will play an even more prominent role in its future food-assisted programmes.

GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

22. Improvement of the food security and nutritional situation of the population has been a cardinal tenet of national development policy (and the focus of donor agencies) in Malawi for many years. Even so, food shortages have been recurring phenomena in the country in recent years. This may have been because of an explicit policy bias that promotes measures for increasing national food security by favouring maize production (through input subsidies and research and extension support) over that of other food crops, thus neglecting household food security. Current policies and strategies, however, are directed specifically at correcting this imbalance.
23. The Government's policy on poverty is enunciated in its Policy Framework Paper on the Poverty Alleviation Programme (PAP), issued in 1995, which identifies poverty alleviation as the main development priority. To ensure the successful implementation of the PAP, the Government has reviewed and adjusted its programmes so that they directly tackle poverty issues (and household food insecurity). Capacity-building in the area of poverty analysis and monitoring, the establishment of district planning systems and community-based development initiatives are key elements of the implementation strategy of the PAP.
24. In recognition of the frequency, diversity and intensity of natural disasters in Malawi, a Disaster Preparedness and Relief Act was approved by Parliament. To give effect to this, the Government is formulating a National Disaster Management Plan that emphasizes the importance of a multi-sectoral approach for reducing the impact of disasters. In addition to improving disaster preparedness and response, the plan emphasizes actions for reducing vulnerability to disasters of populations in areas prone to floods and drought. WFP will assist the Government in carrying out these tasks.
25. The Government has also started a vigorous process of decentralization, devolving administration and political authority to the district level, to give effect to the new Local Government Act passed by Parliament in 1999. WFP will work closely with the new district authorities to provide food assistance where appropriate in support of community-based development activities.
26. The National Gender Policy (issued in March 2000) was developed as an integral part of the national development objectives to enhance the overall government strategy of growth through poverty eradication. Since gender is a cross-cutting issue, the policy is centred on six thematic areas embracing the Government's priority development concerns: education



and training; reproductive health; food and nutrition security; natural resources and environmental management; governance and human rights; and poverty eradication and economic empowerment.

27. WFP and the Government support the same gender-specific objectives for achieving equality for women by 2005. These objectives concern the provision of equal access and quality education to all school-age children; “increased food and nutrient intake of women and children to reduce the major nutritional disorders prevalent in the country”; and the “economic empowerment of poor men and women through gender-sensitive community participatory approaches to address the inequalities that constrain effective participation in economic activities”.

Food Aid Policy

28. There is as yet no food aid policy in the country. However, the issues and concepts involved are currently the subject of intense debate within the Government and between it and the donor agencies. This debate, in which the World Bank plays a leading role, focuses on the definition of safety nets and their fiscal implications. At the sectoral level, the proposed agriculture sector food security policy is relevant insofar as it recognizes that “increasing food production and incomes is a necessary, but not sufficient condition, for improved nutritional status”. Several strategies for addressing other factors affecting individual or household food security have been elaborated. These comprise:

- re-examining sector strategies in terms of policy focus and implementation;
- supplementing the National Strategic Grain Reserve with a Food Security Emergency Fund (FSEF) administered by the Reserve Bank that would be drawn upon as required;
- encouraging the development of farming systems based on ecological suitability;
- fostering change from maize-based food habits to alternative food habits based on cassava, sorghum, soyabeans, potatoes, rice and other foods;
- encouraging the processing of produce into storable products using improved local technologies;
- introducing a food coupon programme to replace the “starter pack” and improve the targeting and administration of safety net programmes;
- designing safety net programmes to address transitory vulnerability rather than permanent poverty and food insecurity problems; and
- reviewing and harmonizing safety net programmes.

29. In the absence of a national food aid policy, the proposed safety net strategy currently under discussion constitutes the most relevant policy guideline for orienting WFP’s strategic objectives and Country Programme in Malawi. This is based on the premise that food aid will continue to be required for short-term relief and longer-term development programmes. These would aim to address the problems of two vulnerable groups: those who are unable to produce enough on their own plots for their needs and those who do not have sufficient resources to purchase food at the markets.

30. The policy discussions lean towards a definition of safety nets as placing an emphasis on transitory poverty, and aiming to cover the large numbers of households that seasonally slip into poverty as a result of sudden shocks or that become disadvantaged because they cannot seize emerging opportunities. This would be done through the adoption of a “moderate” intervention strategy for the next ten years, placing greater emphasis on



productivity for developmental growth while not neglecting welfare support, and targeted to the poorest 25 percent of the population.

31. Four types of programme modalities are identified: public works programmes, a child nutrition programme, a targeted “starter pack” programme, and direct cash transfers. The implicit role of food aid in these policy prescriptions appears to be threefold: to enable poor households to invest time and resources in improving their economic situation, to improve the development of human resources through better nutrition, and to strengthen coping mechanisms in the face of adverse economic shocks and natural disasters.
32. The implicit role of food aid in current policy thinking within the Government of Malawi, as outlined above, is consistent with the following Enabling Development priorities: 1) enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs; 2) enable poor households to invest in human capital through education and training; 3) make it possible for poor families to gain and preserve assets; and 4) mitigate the effects of natural disasters, in areas vulnerable to recurring crises of this kind. Insofar as the public works programmes envisaged include actions in support of the creation or rehabilitation of directly productive assets controlled and/or managed by communities and/or households, WFP will provide food assistance to them. WFP will also assist the Government in the formulation of its food aid policy and strategy.
33. The World Bank-sponsored study, “Consultations with the Poor”, conducted in 1999, indicated that three forms of payment—food, fertilizer and money—were perceived by the poor as being the most appropriate possible payment options for any public works activity. Food (particularly maize flour) was indicated as the most convenient and appropriate payment form when food scarcity was serious. Otherwise, people indicated that they would prefer to be paid in fertilizer because this would help them to boost food production the following season. Most respondents indicated, however, that although such programmes should not spare any household, the first consideration should be given to the most poor, who could be identified with the assistance of traditional leaders and community development officers.

ASSESSMENT OF WFP'S PERFORMANCE TO DATE

34. The Basic Agreement on WFP assistance to Malawi was signed on 8 April 1968, between WFP and the Government. Since then, WFP has provided to Malawi assistance worth some US\$566 million, of which US\$81 million has been for development projects, US\$227 million for emergency operations and US\$258 million for refugee operations. A Country Programme Agreement was signed in July 1999 for the first and current CP (1998-2001), stipulating that WFP is to provide an additional US\$29 million in total costs in support of basic and supplementary activities comprised in the Country Programme.

The Current Country Programme and Its Components

35. The current CP has two long-term development goals and four related “principal objectives”. The goals are:
 - a) to strengthen the ability of targeted households to provide for their own sustained food and nutrition requirements; and
 - b) to decrease the levels of vulnerability of targeted groups to nutritional insecurity and the adverse effects of recurrent disasters.



36. These goals are expected to be reached with actions that:
- bring about sustainable improvements to rural infrastructure for household food security through the provision of short-term employment and community self-help initiatives;
 - contribute to the better utilization of Mother and Child Health (MCH) Centres and community-based health services through the provision of dietary support;
 - reduce the negative impact and likelihood of natural disasters through rapid response to localized food shortages and disasters; and
 - enhance human development through improved access to education, especially for girls.
37. Three basic activities and one supplementary activity are identified in the CP as the means through which WFP food aid may contribute to the attainment of the CP objectives. These are: assistance to malnourished groups (US\$6.7 million—40 percent of the CP); rehabilitation and development of rural infrastructure (US\$5.1 million—30 percent of the CP); and development of human resources through increased primary educational opportunities for girls (US\$5 million—30 percent of the CP).
38. Under the rubric of expandable safety nets, resources are provided for disaster relief and mitigation (US\$2.5 million annually), but these have not yet been utilized because WFP provided emergency food assistance in 1997/98 and 1998/99 through larger emergency operations (EMOPs). An outline for Disaster Mitigation and Response is now under preparation. Annual costs for vulnerability analysis, gender activities and monitoring and evaluation are estimated to be US\$450,000, US\$30,000 and US\$50,000, respectively; and a soyabean seed revolving fund is envisaged at a cost of US\$100,000 over the CP period.
39. An external evaluation of the CP was carried out in March/April 2000. The evaluation mission noted that the two overall goals of the CP were clearly defined but the immediate (principal) objectives were not clear, their relevance for achieving the programme goals appeared uncertain and the objectives seemed inspired more by the pre-existing project activities than by a strategic vision of the scope and nature of WFP assistance. Also, the programme activities continued to be managed and revised independently of one another.
40. The mission concluded that the CP was insufficiently integrated within the national development strategies and programmes in the sectors relevant to the CP's basic activities, as well as in the programmes of the other United Nations agencies (UNDAF partners) and the bilateral donor agencies. It also lacked a clear development strategy and did not constitute a coherent programme for WFP in Malawi. Moreover, government ownership of, and hence interest and involvement in, the CP activities has been limited. This was reflected in the difficulties encountered in getting the Country Programme Advisory Committee (CPAC) established on a firm footing and in securing donor support for the supplementary activities that are included in but not funded by the CP.
41. Current activity design did not facilitate monitoring either by WFP or its implementing partners. The identification of assumptions with key stakeholders and the design of risk mitigation strategies needed thus to be made an integral part of project or programme management. On the other hand, gender concerns and WFP's Commitments to Women were well addressed throughout the CP in operational terms. Also, the gender activities of the CP were considered well integrated with the national gender policy, and the WFP Gender Focal Point has been an active member of all national fora on gender policy and related gender issues.



42. Implementation was found to be quite weak, and there was a serious lack of complementary non-food resources without which the usefulness of food assistance as a development resource was severely limited. Another constraint was the absence of effective partnerships with district authorities, NGOs, community-based organizations, bilateral donors and other United Nations agencies.
43. The evaluation found that the design of the three basic activities needed to be modified so as to ensure that the objectives could be attained within the given time frame and with the resources envisaged. There were also parallel actions to be carried out that were beyond the control of the managers of the activity but essential to sustain the assets created.
44. In the Assistance to Malnourished Groups (AMG) project, food aid plays a crucial role in preventing death from severe malnutrition and reversing the effects of short-term hunger on vulnerable groups. Given the high levels of malnutrition and undernutrition among expectant and nursing mothers and children, particularly in areas with chronic food insecurity, the continuation of this type of food assistance is justified. However, the activity needs to be redesigned to address the root causes of malnutrition through training in improved nutrition practices.
45. The three objectives for the school feeding project were considered well focused, gender-sensitive, mutually reinforcing, measurable and directly relevant to principal objective iv) of the CP. During much of the project design and approval phase, the CP was also being developed and approved. However, the project's effectiveness in support of primary education was constrained by its weak integration in government educational programmes: the increase in enrolment and reduction in the drop-out rate were leading to a decline in the quality of teaching because extra classrooms and teachers were not being made available in the project-assisted schools.
46. The food-for-work quick action project (QAP) registered high achievements in kilometres of road constructed but much less in the creation of assets that could be owned and used by food-insecure communities. Also, adequate provision was not made in project design to ensure the quality of the assets and the establishment of institutional arrangements for their maintenance. Women are the food-insecure group targeted to benefit from the created assets, but these benefits are unlikely to materialize unless the women are actively involved in community-based discussions on the design and implementation of individual micro-projects. Joint programming and the establishment of partnerships for sound technical supervision in implementation would be required to this end.
47. Strategically, the mission considered the basic activities linked (but not yet effectively integrated) in the sense that they were all complementary to the national development strategy. The issue to be addressed, therefore, is that of sharpening the strategic focus of the CP while increasing the flexibility and internal consistency of its basic activities and their integration within national development programmes and those of prospective development partners.

FUTURE ORIENTATION OF WFP ASSISTANCE

48. The formulation of this second-generation CSO takes into account the lessons learned from the current CP and its evaluation. It has been carried out in the context of the current preparation of the United Nations Common Country Assessment (CCA) and the UNDAF. It is the result of an inclusive and participatory process of workshops and seminars



involving representatives of the Government (both at the central and district levels), other United Nations agencies, bilateral donors, community-based organizations and NGOs. From these discussions of food policy issues a consensus has emerged on the strategic objectives as well as the scope and nature of possible future WFP development activities. While the main thrust of the strategic long-term goals is largely unaltered from the current CP, there is a shift in emphasis in the CP activities towards community-based disaster mitigation activities (as a subset of rural development actions) to strengthen communities' capacities to harvest, control and conserve their soil and water resources and to raise their disaster preparedness and response through training.

49. In the renewed spirit of collaboration and mutual understanding engendered by the CSO preparation process, WFP and the Government of Malawi will seek to widen the scope of the CPAC (bringing in all relevant stakeholders) and increase its effectiveness. The preparation of the next CP for 2002–2006 will be coordinated by the CPAC under the overall direction of the National Economic Council and the Ministry of Finance and Planning. Technical Committees, comprised of representatives of the line ministries, district authorities, development partners, communities and WFP, will monitor implementation of the basic activities.
50. 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 long-term goal of future WFP assistance will thus be to strengthen the capability of food-insecure households (especially those of women and children) to meet their food and nutrition needs on a sustainable basis while reducing their vulnerability to external economic shocks, drought and floods. This will be achieved by actions designed to:
 - improve nutrition while enhancing community development and human resource capacity through education, training and the promotion of community participation in needs and constraints analysis, and the design and implementation of community food and nutrition development activities;
 - increase the stock of sustainable and properly managed assets that increase food security, reduce environmental degradation and the impact of droughts and floods and are owned and operated by households and communities;
 - increase the capacity of communities to withstand and respond to external economic shocks and/or natural disasters by strengthening the institutional structures at the community, district and national levels; and
 - assist the Government in formulating a food aid policy, finalizing the National Disaster Management Plan and determining and creating the institutional mechanisms necessary for the efficient and effective implementation of both at the central, district and community levels.
51. Future WFP activities will focus exclusively on the poorest rural areas in the EPAs characterized by chronic food insecurity and on the urban poor. Since an urban vulnerability analysis baseline does not exist, activities in support of the urban poor will be introduced on a very small-scale, pilot basis, pending the conducting of a vulnerability analysis baseline and an assessment of the food aid niche in the urban areas, to be developed with assistance from the regional office and headquarters.
52. In accordance with government policies and WFP's Mission Statement, target groups will consist of the poor and very poor exposed to food insecurity, identified by the vulnerability analysis. Also, in light of the country's substantial gender gap, 60 percent of CP resources will go to girls/women. In the AMG activity, attention will be refocused exclusively on vulnerable groups in the areas of chronic food insecurity in order to reduce



dispersion of food aid resources, logistics and programme support. Support to primary education (SPE) will not be a nationwide programme but will follow a VAM-supported area-based approach to target schools in the most food-insecure EPAs. The Food Fund (FF) will support national programmes aimed at helping vulnerable communities in the most food-insecure and disaster-prone areas in the northern, central and southern regions to reduce their food insecurity and vulnerability to external shocks and natural disasters.

53. The most appropriate uses of food aid in the medium term in Malawi are as a nutritional support and an incentive that is expected to: relieve short-term hunger and hence enable households to participate in development activities; support food production and mitigate the effects of floods and drought in the smallholder sector (e.g. small-scale water-harvesting, bore holes, soil and water conservation, flood control, farmer field schools); assist vulnerable groups (especially at-risk children under 5 and expectant and nursing mothers) through nutrition support programmes to improve their skills and nutrition practices; and promote human resource development (e.g. through school feeding).
54. These activities address four of the five priorities of Enabling Development (decision 1999/EB.A/2): 1. enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs; 2. enable poor households to invest in human capital through education and training; 3. make it possible for poor families to gain and preserve assets; and 4. mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

Identification of Principal Areas of Intervention

55. The strategy envisages that WFP food resources combined with non-food resources will go to three programme activities: AMG (25 percent), SPE (30 percent) and a new and expanding programme activity for integrated food security (45 percent). This will take the form of a Food Fund in support of community-based development. This facility will ultimately incorporate activities carried out under Rural Infrastructure Rehabilitation and Development (RIRD) and Disaster Mitigation and Response (DM&R). In the period up to the end of the current CP, this new intervention will be introduced on a pilot basis within the framework of these two activities to test the feasibility and efficiency of the approach. FF will replace RIRD and DM&R in the next Country Programme and may also incorporate the community-based nutrition training activities carried out under AMG.
56. **Continuation of the AMG.** In this activity (addressing Enabling Development priorities 1 and 2), food aid plays a crucial role in preventing death from severe malnutrition and reversing the effects of transitory hunger and micronutrient deficiencies on vulnerable groups. However, it is not clear that the methods employed up to now will ensure that this outcome can be sustained after external support is terminated. This may be achieved, however, by modifying the activity to place food aid at the centre of a nutrition education and training strategy. This would be aimed at the personnel of the Nutrition Rehabilitation Units (NRUs) and MCH clinics and would seek to train them in better nutrition and health practices and in the preparation of improved weaning foods (*likuni phala*) to be passed on to expectant and nursing mothers. Similar training would also be dispensed to mothers and other caregivers in villages in the context of the community-based nutrition services programme.
57. The long-term goal of the reformulated AMG activity will be to support the Government's efforts through the National Health Plan to assist poor food-insecure communities in bringing about a sustainable reduction in the levels of malnutrition in their



most vulnerable groups. This would be effected by actions designed to achieve the following immediate objectives:

- rehabilitate severely and moderately malnourished children under 5;
- improve birth weights and reduce mortality for children under 5 by raising awareness of improved nutrition and weaning practices among expectant and nursing mothers;
- increase the capacity of communities and households to improve their nutrition and health practices in the context of the community-based health services programme (e.g. development of appropriate community-based institutional structures; production and preparation of *likuni phala* and its constituents); and
- enhance the capacity of Ministry of Health staff employed in the MCH clinics and NRUs to dispense training in improved nutrition and health practices.

58. The implementation of this approach will be integrated in the National Health Plan and based on close cooperation and coordination with the other United Nations agencies, bilateral donors and NGOs/CBOs, using food assistance in combination with other development inputs. In collaboration with the Ministry of Health, WFP will seek an appropriate NGO partner to implement the reformulated training and supplementary feeding components. This will facilitate the incorporation of new components to address community education and training, the rapidly increasing number of HIV/AIDS patients and other problems. The implementing partner selected will need to be well equipped to design, manage and/or implement the community education/follow-up component.
59. WFP will also plan jointly with the Ministry of Health a reconfigured Project Management Unit (PMU), with the necessary skills sets (especially the provision of expertise in nutrition) to manage and monitor the activity. At present, mothers and their older malnourished children do not receive any protein during their six-week stay at the therapeutic feeding centres. Therefore an experienced nutritionist will review the food basket with a view towards including a vegetable protein (e.g. beans). Weight-for-height charts will be introduced in collaboration with the Ministry of Health and WHO to ensure conformity with national policy and practice.
60. **An expanding programme activity in support of primary education (SPE).** This activity will concentrate on Enabling Development priority 2 and will support the National School Nutrition and Health Policy. WFP's intervention in the education sector will contribute in the long term to the improvement and extension of primary education to all and the reduction of gender inequalities, as part of donor-supported programmes such as "Keeping Children in Schools Group". It will also seek to involve the populations concerned more closely in the management of schools and to ensure that the poorest and most undereducated groups (especially girls) are given equal access to schooling. Finally, in conjunction with the AMG, it will aim to improve child nutrition practices. The immediate objectives of WFP assistance will be to contribute to government efforts to:
- improve regular attendance at primary schools by children in food-insecure EPAs;
 - increase children's learning ability by providing them with a balanced diet; and
 - increase enrolment and attendance by girls aged 6 to 14 in the targeted EPAs.
61. WFP's intervention will enable: a) one daily meal to be served to all children, both boys and girls, in selected schools; and b) the distribution of an additional dry ration as an incentive for families to keep their children (particularly girls) in school.
62. At issue in the SPE activity is the sustainability of school feeding. Since the high food and non-food item costs make it impossible for the Government to sustain this activity for



the long term, school feeding requires an agreed-upon long-term exit strategy. To this end, WFP and the Government will work together to ensure that a school feeding policy is integrated with the national and sector development plans. Here, again, intensive community awareness-building, mobilization and organization will be needed, together with the direct and significant involvement of the new district authorities.

63. Community sensitization will be carried out by the appropriate district officials and the staff of the Ministry of Education well in advance of the commencement of school feeding operations in order to ensure the setting-up of institutional structures at the village level that can carry on school feeding after the termination of WFP support. If provided with adequate technical support (some schools are already planting soyabeans in their school gardens) and advanced warning, communities may be able to continue this activity after the end of WFP assistance.
64. Teacher recruitment and classroom construction are other important issues. When school feeding is introduced, class sizes will grow rapidly and dramatically and spill-over from surrounding villages will be difficult to control. Unless the number of teachers and classrooms is also increased, it will be impossible to maintain primary education standards. In the context of the National School Nutrition and Health Policy, the WFP initiative of school feeding must, therefore, be part of the comprehensive government strategy—supported by different donors—to provide free, accessible primary education that is also relevant and effective.
65. The expansion plan of the SPE activity will be developed with the full involvement of the district authorities as well as Ministry of Education support and will be made conditional on complementary inputs from the Government in terms of classrooms and teachers to cope with expected increases in enrolment. Complementary assistance will also be sought from other partners (e.g. the Ministry of Agriculture, FAO, bilateral donor agencies and UNICEF) for the provision of boreholes, de-worming programmes and the development of school gardens as part of the exit strategy.
66. **The Food Fund (FF)—An integrated community-based development approach.** As indicated in the Poverty Alleviation Programme, the Food Security and Nutrition Action Plan and the Decentralization Policy, communities and districts must play a leading role in finding lasting solutions to their development problems. This requires an approach integrating prompt response, vigorous advocacy and community-based development activities. To achieve this goal, the next CP, through the device of the FF, will aim to contribute to improving the capacity of targeted food-insecure communities (especially poor female-headed households, at-risk mothers and under-5 children) to carry out development activities that reduce their vulnerability, specifically in the areas of disaster prevention, preparedness and response, infrastructure, health and education.
67. Although the FF and the other sector activities target the same beneficiaries, FF activities will be community-based and will be reinforced by the sector-based activities. The Fund will be an integrated food aid intervention designed to support communities in disaster-prone areas subject to chronic food insecurity in reducing their vulnerability to disasters and transitory and chronic food insecurity in an integrated and flexible manner. This will be done through a multi-sector approach utilizing food for work, food for training and targeted supplementary feeding. The FF will be launched on a pilot basis while partnerships are being established, complementary resources mobilized and the implementation capacity of the district authorities strengthened. The implementation modality of the other sector-based activities will be modified gradually in light of the FF experience.



68. The Fund will focus on Enabling Development priorities 1, 2, 3 and 4 and will have five immediate objectives:
- a) to mitigate disasters, to improve access to socio-economic facilities and to increase food production through food-for-work schemes aimed at rehabilitating/constructing agriculture, water and access infrastructure (shallow wells, small-scale irrigation and drainage schemes, village access roads, soil conservation measures);
 - b) to strengthen disaster preparedness and response at the household and community levels;
 - c) to promote increased community awareness aimed at reducing disaster vulnerability and food insecurity through training/sensitization in areas such as training and education in water sanitation, disaster mitigation, food production and skills training;
 - d) to provide nutritional support and training to targeted vulnerable groups at risk for undernutrition; and
 - e) to contribute to the capacity of communities, implementing partners and local authorities in project planning, monitoring and overall management of Food Fund activities.
69. The Fund will normally operate exclusively in areas where, even in good crop years, food production is insufficient to meet normal energy requirements. Food-assisted activities will be based on the needs and capacities of very poor and hungry people in a given locality. Special consideration will be given to women, and food baskets will be more nutritionally appropriate. Communities will be involved in the planning and implementation of these activities. Household food security and nutritional needs will be the key determinants for the selection of activities.
70. All activities implemented under the Fund will contribute to one of the five mutually reinforcing objectives aimed at reducing vulnerability to disasters and food insecurity. Special feeding programmes will meet the immediate needs of at-risk populations to address malnutrition and reduce vulnerability to shocks. Food-for-work activities will help improve access to the socio-economic facilities necessary for increasing endurance to such shocks. Food-for-training activities will provide communities with the knowledge and skills to enable them to design and implement their own strategies for food security and disaster reduction. Capacity-building activities at the district level will support the district committees' key role in coordination and approval of activities.
71. The food assistance provided by this facility will operate through district or urban assemblies in the most vulnerable EPAs of Malawi, as defined by the vulnerability assessment and recommendations from the respective districts. Communities will be fully involved in all stages of project design, including prioritization of needs, design of activities and identification of beneficiaries. The implementing partner may be an NGO, community group or district administration. The facility will benefit poor and food-insecure female and male workers, nutritionally at-risk children, marginalized groups and trainees living in districts that suffer from vulnerability to disasters and food insecurity and who cannot afford to lose daily income.
72. Benefits created will depend on the needs, interest and capacity of communities, implementing partners and district authorities. They may include, but not be limited to: community farm initiatives; improved watershed management; wind-breaks, slope stabilization and other soil and water conservation practices; new or rehabilitated livestock infrastructure; new or rehabilitated irrigation and drainage systems, dykes, wells and water catchments; rehabilitated village and farm access roads; new or rehabilitated community



schools and health centres; cleaner cities; increased awareness about disaster mitigation, nutrition education, epidemic control and appropriate agricultural techniques. The Fund is also expected to enhance the capacity for project planning and implementation at the community, district and national levels.

73. In the next CP, WFP resource flows that now go to the RIRD and DM&R activities will be channelled into the FF sub-programme. Therefore, future food-for-work activities will be continued where they can be organized within the framework of FF interventions, i.e. where food-for-work is complemented by a development package to ensure that sustainable assets are created at the community, household and/or individual levels.

Scope for Joint Programming with Other Agencies

74. This CSO 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 UNDAF for Malawi and with the plans of other development partners. 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.
75. WFP will work with UNDP and other agencies and donors on technical assistance to enhance implementation at the district and community levels. Additional cooperative initiatives are at the planning stage with other partners such as UNICEF (for AMG and SPE), WHO, FAO (in the context of the United Nations Fund for International Partnerships (UNFIP) and for AMG and FF), the International Labour Organization (ILO) and bilateral donors.
76. NGOs will continue to be fundamental to the implementation of WFP-supported activities. New working arrangements will also be explored, including contracting NGOs and private enterprises to provide such services as technical support and management training.

Operational Implications

77. The following implementation strategies and complementary activities are envisaged to secure a sustainable change in the WFP Country Programme:

📌 Targeting

- Sharper targeting will be made to the most vulnerable through a VAM-supported concentration of interventions on the most food-insecure EPAs in the central and southern regions and in the flood and drought-prone areas in the north.
- Within targeted geographic areas, the main beneficiaries of future WFP assistance will be malnourished people from among the ultra-poor, who suffer the greatest food insecurity and gravest setbacks in times of crisis. The focus on malnourished women and children, and especially on households headed by women, will be further strengthened.
- Programming of WFP food aid will be based on a dynamic resource allocation map, created with the support of the VAM unit. The new approach will seek to define areas of the country according to prevailing risks and coping strategies linked with acute and chronic food insecurity. This will be done on the basis of the data from the Integrated



Household Survey 1997/98, the World Bank Country Assessment of Poverty in Malawi and the updated VAM baseline, the completion of which is expected by the end of 2000. WFP interventions will aim to complement and supplement traditional methods of coping with food stress. Changes in targeting of the CP will be made only on the advice of the mid-term CP evaluation mission.

➤ Nutrition Focus

- Community-based interventions that transfer energy-rich and micronutrient-fortified foods to nutritionally vulnerable groups will be included and expanded.
- Nutrition support will be linked to education and, for expectant and nursing mothers, skills training and income-generating and awareness-raising activities will be initiated. Partnerships with NGOs, government and donor programmes will be established to ensure the efficient implementation of food- and non-food-assisted activities and their sustainability.

➤ Human Capacity-building

- To ensure that food transfers create lasting assets, considerable emphasis will be placed on transferring food within a “development package” that includes training, awareness-raising and, especially in FFW activities, non-food transfers, quality control and the creation of skills and organizational structures within communities to plan, manage and maintain assets. These activities will be carried out in collaboration with UNDP, ILO and other interested development partners.

➤ Community Participation

- WFP-assisted activities will gradually evolve into a multi-sector, community-based approach, incorporating different combinations of food-aid interventions. These will include, as appropriate and feasible, nutrition and health interventions for children, adolescent girls and expectant and nursing mothers; support to education and skills training; FFW (particularly to fill the main food gap during the lean season and to enhance community and household disaster preparedness); and increased food production and income-generating activities. This will ensure that all programme activities can better respond to the needs of the poorest beneficiaries as identified by them through participatory approaches.
- Community-based organizations will be involved in targeting and resource allocation within the selected districts and communities.
- Improved results monitoring of individual projects, using key performance indicators, will be a priority area in the process of making the CP more performance oriented. This will require more extensive use of participatory techniques so that monitoring systems are owned and used by key stakeholders.

➤ Disaster Preparedness, Response and Mitigation

- Disaster mitigation activities will receive increasing emphasis among FFW interventions. At the same time, WFP will continue its support to enhance the institutional capacity for disaster management at all levels. Disaster preparedness and response at the household and community levels will be strengthened through human capacity-building and asset creation. The country office will also work actively with the Government to ensure that contingency planning is in place at all times.



✧ **Non-food Resources and New Partnerships**

- WFP will endeavour to secure support for non-food expenditures, such as training and credit, in order that beneficiaries receive longer-term development benefits along with food assistance.
- These non-food inputs will be procured through partnerships with NGOs, government programmes and donors who control these resources. Since it will always be difficult to synchronize the timing of all partners involved, it is important to have sufficient flexibility in the WFP budgeting process to cover some of these expenditures.

✧ **Organizational Change**

- It will be ensured that activities are integrated into community development plans, integrated and reconciled by the new district assemblies. New checks and balances (including a new approach to area- and issue-based monitoring and reporting supported by the country office) will also be introduced at the implementation level in partnership with local-level development organizations (NGOs, government bodies, public media) to ensure that transfers reach the intended beneficiaries.
- The efficient implementation of community-based interventions will be supported by an area-based organization of the Programme Unit and the Country Office, with zonal sub-offices and coordinators supporting this process.

✧ **New Logistics Arrangements**

- The introduction of new types of WFP-supported activities will have significant implications for the WFP food basket. The introduction of additional types of commodities will also demand different food storage and management routines. New logistics arrangements, including a Logistics Master Plan and Management Structure, will be prepared.
- Priority will be given to solving current logistics management and other problems with support from the regional office. WFP and the Government of Malawi will also agree on the right strategy (greater use of the private sector and other alternatives to the Project Management and Transport Logistics Units (PMUs and TLUs), greater involvement of NGOs/CBOs in respect of Extended Delivery and Final Delivery Points, etc.) within the Country Programme Advisory Committee. Specific modalities will be worked out for each district and WFP-assisted activity prior to the beginning of the next CP.

✧ **Food Procurement**

- WFP is required to procure food commodities of the highest quality on a competitive basis and in a transparent manner by international tender. Insofar as these conditions are met, WFP will seek to maximize its food purchases within Malawi.

✧ **Phasing-In**

- Bringing the WFP development programme in Malawi fully in line with WFP's Enabling Development policy will require careful management. Current activities will have to be modified after the new initiatives and approaches have been carefully designed and tested in the period up to the end of the current CP. Similarly, it will be necessary to develop new partnerships in order to enable the food insecure to have access to the most efficient mix of food and non-food resources. The country office



will continue its search for the most efficient implementation arrangements in the context of the current consultative process (and thereafter) leading to the preparation of the CCA/UNDAF.

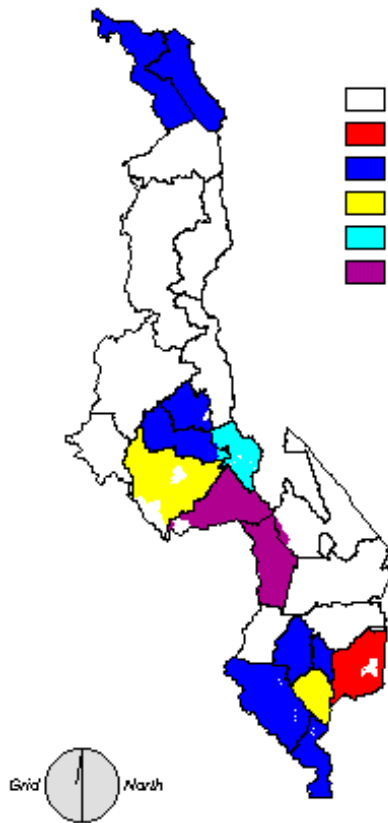
KEY ISSUES AND RISKS







78. A major challenge for WFP will be to get full and lasting government commitment for shifting the focus of food assistance to the ultra-poor and to improvements in food security and the nutritional status of this population group. Many Malawians and potential WFP development partners continue to see nutrition-related programmes and the creation of public assets as the major objective for the use of food assistance. Considerable advocacy will be required to get wider support for using food assistance also as an instrument for helping the poorest not just in having employment today but also in building their own assets for tomorrow.
79. A significant new feature of the shift to community development will be the increasing responsibility of local government units to implement food-aided activities and to coordinate the development packages needed for sustained success. While this approach is fully in line with the policy of the Government of Malawi, it is not clear how fast the political process will allow such a transformation. Currently, the resources and technical expertise available at the local government level are greatly limited. Full government commitment to the new approach is vital to its success. Financial and technical support from the Government and technical assistance packages from other United Nations agencies (in particular UNDP, UNICEF, ILO and FAO), bilateral donors and NGOs will be necessary to help overcome this constraint.
80. The increased emphasis on community-based development activities will require significant WFP staff resources in the initial identification, design and development stages. As this will be concurrent with ongoing development activities, as well as increased WFP involvement in logistics and transport, staffing constraints could become a major limiting factor. These constraints would have to be met by redeploying and training national staff or by hiring short-term consultants.
81. The Enabling Development approach necessitates an optimal mix of food and non-food resources, as well as the right mix of WFP staff resources. Initially, non-food resources will be available only from development partners. The envisaged approach can therefore come to fruition only if partners inside and outside the United Nations system support the concept of Enabling Development, participate in jointly planned activities and organize an increasing part of their own food assistance activities along these lines. Eventually it will be necessary for the Government to match external food aid resources with its own budget in order to ensure that the malnourished and ultra-poor of Malawi can be effectively and efficiently supported on their way out of perpetual poverty.



ANNEX

Proposed Areas/Districts for WFP Interventions (2002–2006)



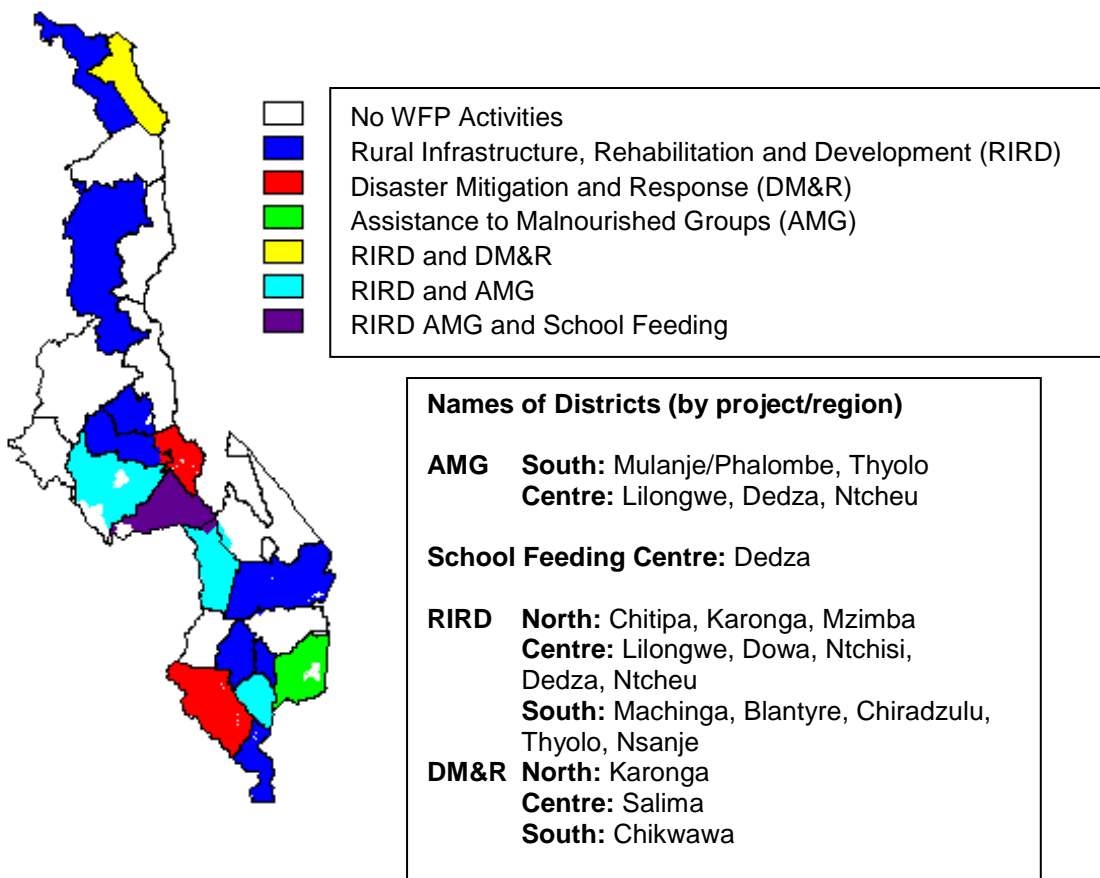
- | | |
|---|---|
|  | No WFP activities |
|  | Assistance to Malnourished Groups (AMG) |
|  | Food Fund (FF) |
|  | AMG & FF |
|  | FF & Support to Primary Education (SPE) |
|  | AMG, FF & SPE |

Names of Districts (by project/region)

- | | |
|--------------------|--|
| AMG Centre: | Lilongwe, Dedza & Ntcheu |
| South: | Mulanje & Phalombe, Thyolo |
| North: | Karonga & Chitipa |
| FF Centre: | Lilongwe, Dowa, Ntchisi, Dedza, Salima, Ntcheu |
| South: | Nsanje, Chikwawa, Blantyre, Thyolo, Chradzulu |
| SPE Centre: | Salima, Dedza, Ntcheu |



Current Scope of WFP Interventions



ACRONYMS USED IN THE DOCUMENT

AMG	Assistance to Malnourished Groups
CCA	Common Country Assessment
CP	Country Programme
CPAC	Country Programme Advisory Committee
CSO	Country Strategy Outline
DM&R	Disaster Mitigation and Response
EMOP	Emergency operation
EPA	Extension Planning Area
FF	Food Fund
FFW	Food for Work
FSEF	Food Security Emergency Fund
GDP	Gross domestic product
IHS	Integrated Household Survey
ILO	International Labour Organization
LIDC	Least developed country
LIFDC	Low-income, food-deficit country
MAI	Ministry of Agriculture and Irrigation
MCH	Mother and child health
NRU	Nutrition Rehabilitation Unit
PAP	Poverty Alleviation Programme
PMU	Project Management Unit
QAP	Quick Action Project
RIRD	Rural Infrastructure Rehabilitation and Development
SPE	Support to primary education
UNDAF	United Nations Development Assistance Framework
UNFIP	United Nations Fund for International Partnership
VAM	Vulnerability Analysis and Mapping

