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**Executive Board
Second Regular Session**

Rome, 10–13 November 2014

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 8

For approval



Distribution: GENERAL
WFP/EB.2/2014/8-B/2
13 October 2014
ORIGINAL: ENGLISH

PROTRACTED RELIEF AND RECOVERY OPERATIONS – MALAWI 200692

Responding to Humanitarian Needs and Strengthening Resilience

Number of beneficiaries	1,700,000
Duration of project	28 months (1 December 2014–31 March 2017)
Gender marker code*	2A
WFP food tonnage	143,993
Cost (United States dollars)	
Food and related costs	87,190,448
Cash and vouchers and related costs	31,354,069
Total cost to WFP	142,957,887

*<https://www.humanitarianresponse.info/system/files/documents/files/qm-overview-en.pdf>

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval.

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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Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

* Johannesburg Regional Bureau (Southern Africa)

EXECUTIVE SUMMARY

Over the last ten years food availability has improved in Malawi, but much of the population are unable to meet their food requirements fully or access a suitably diverse diet. Micronutrient deficiency figures are alarming, and stunting prevalence of 47 percent is the worst in southern Africa.

Protracted relief and recovery operation 200692 follows unexpected developments that have led to increased political and financial volatility and vulnerability to food insecurity, requiring large-scale emergency food assistance since 2012.

This operation will provide food assistance for 1.7 million people for the lean seasons from December 2014 to March 2017. It will gradually shift from relief to recovery and resilience-building integrated into long-term social support and maintenance of emergency-response capacities. The cash and voucher components will account for an estimated 25 percent of the transfers, depending on their suitability in local conditions.

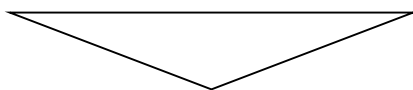
This operation succeeds emergency operation 200608 and runs in conjunction with country programme 200287 and protracted relief and recovery operation 200460. It has the following objectives:

- provide life-saving food assistance for targeted food-insecure populations during the lean season;
- restore livelihoods and enhance household and community resilience through the creation of assets in Government-led complementary partnerships;
- reduce disaster risk and enhance the resilience of households vulnerable to lean-season food shortages; and
- prevent moderate malnutrition and micronutrient deficiencies in the 1,000 days from conception, and help to prevent stunting.

The relief component will be implemented during lean seasons through seasonal targeted food assistance, which will include nutrition-sensitive food, cash or voucher transfers, for people with seasonal food deficits, and conditional food assistance in some areas. The prevention and recovery component will include food assistance for assets for households with able-bodied members and behavioural change communication using food or cash/voucher transfers, focusing on integrated early recovery and the creation of productive assets.

The operation complements the Zero Hunger Challenge and applies best practices related to resilience, gender and nutrition. The operation is in line with the Malawi Growth and Development Strategy II (2011–2016), with the United Nations Development Assistance Framework (2012–2016), with Strategic Objectives 1, 2, and 3 and contributes to Millennium Development Goals 1, 3, 7 and 8.

DRAFT DECISION*



The Board approves the proposed protracted relief and recovery operation Malawi 200692 “Responding to Humanitarian Needs and Strengthening Resilience” (WFP/EB.2/2014/8-B/2).

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

SITUATION ANALYSIS

Context

1. Malawi, a small and landlocked country,¹ has a population that is expanding at 3 percent per year, of whom 84 percent live in rural areas and engage in rain-fed agriculture; families have access to an average 0.23 ha of arable land, compared with the sub-Saharan African average of 0.40 ha.² Malawi ranks 124th of 148 countries on the 2012 gender inequality index. Cultural norms mean that women have unequal access to productive assets, land and education.
2. Nationally, food availability is good but a significant proportion of the population cannot meet their annual food requirements. The 2014 emergency food security assessment (EFSA) in 15 districts found that a third of the populations faced moderate or severe food insecurity.³
3. Malawi's agriculture sector contributes 30 percent of gross domestic product and accounts for 80 percent of the workforce. Maize, the staple food, is grown on 70 percent of the arable area and is the basis of national food security.
4. Droughts, floods, lack of crop diversification, limited irrigation, high food prices, lack of economic diversification, rapid population growth, environmental degradation⁴ and disease contribute to chronic and transitory food and nutrition insecurity. Women are particularly vulnerable, because their home-based workload rarely translates into economic gain, which limits their ability to afford nutritious food.
5. The number of districts classified as flood-prone by the Department of Disaster Management Affairs rose from 9 in 2001 to 14 in 2010; 15 percent of the population now lives in areas prone to flooding. On the other hand, prolonged dry spells reduce annual yields by 20 to 30 percent.
6. Life expectancy is 53 years. This reflects the prevalence of HIV at 10.6 percent among the 15–49 age group, particularly women whose quality of labour is reduced as demands on them for nutrition care and support increase. AIDS is a major cause of death, followed by respiratory infections, malaria, diarrhoea and pregnancy-related complications.⁵ Only 65 percent of the population are literate and only 31 percent of children complete primary education, of whom 27 percent are girls.
7. Poverty is 56 percent rural, and ultrapoverty is 28 percent, compared with 25 percent in 2005.⁶ Poverty in households headed by women is 8 percent higher than in those headed by men.⁷ Since 2012, economic shocks such as devaluation of the *Kwacha* by 49 percent and inflation above 20 percent have contributed to high living costs and increasing poverty. In

¹ Being landlocked can reduce a country's economic growth rate by half a percentage point. See: Collier, P. 2007. *The Bottom Billion*. New York, Oxford University Press.

² World Bank. 2014. *World Development Indicators Database*. Washington, DC.

³ Mainly a result of poverty and poor food consumption; half of the country's children are stunted.

⁴ Deforestation is the highest in southern Africa, exacerbating food and water insecurity.

⁵ Water-borne diseases account for 50 percent of illnesses in rural areas. Malawi multiple-indicator cluster survey, 2006.

⁶ National Statistical Office. 2013. *Malawi Population Data Sheet 2012*. Zomba.

⁷ National Statistical Office. 2011. *Integrated Household Survey*. Zomba.

2014, maize prices doubled during the peak lean season compared with the period before devaluation.

8. Weather-related and economic shocks mean that WFP has had to provide lean-season food assistance for 2 million people since 2012, even in traditionally food-secure districts in the north and central regions.
9. Political and economic challenges have been affecting Malawi since 2012. Rising living costs have caused widespread popular discontent, exacerbated by corruption in the Government that led to the suspension of aid,⁸ disruptions of public services and reduced morale among government staff; it also threatens long-term economic stability. The Government that came to power in May 2014 faces significant challenges in rebuilding the trust of the population and of donors.⁹

The Food Security and Nutrition Situation

10. A modest maize surplus is estimated at the national level for 2014/15,¹⁰ but 21 districts mainly in the south have experienced some production shortfalls because of dry spells and an early end to the rains.
11. The south is most at risk from floods and drought, which cause acute food insecurity requiring emergency assistance during lean seasons. Many districts have been affected by food insecurity for several years, with increased vulnerability and decreased resilience; while Karonga district in the north is also frequently affected (see Figure 1).¹¹ In view of concerns that food hand-outs during lean seasons promote dependency, food assistance should support the promotion of self-reliance. Improved linkages are needed among social-protection, disaster risk management and resilience-building programmes run by the Government and partners to optimize the outcomes of interventions.
12. WFP is adopting contingency measures for additional beneficiaries in case of a seasonal increase in the food deficit; the Malawi Vulnerability Assessment Committee food security assessment is yet to be completed. The July 2014 EFSA estimated that 1.1 million people are food-insecure and likely to require assistance for the lean season.¹² The numbers will be updated in October by the committee.
13. There are indications that an El Niño could affect crop production in 2014/15, especially in areas of chronic food insecurity.¹³ The situation will be monitored.

⁸ Support from donors accounts for 40 percent of the national budget.

⁹ This is exacerbated by declining revenues from products such as tobacco and mining; the Government may be unable to maintain strategic grain reserves.

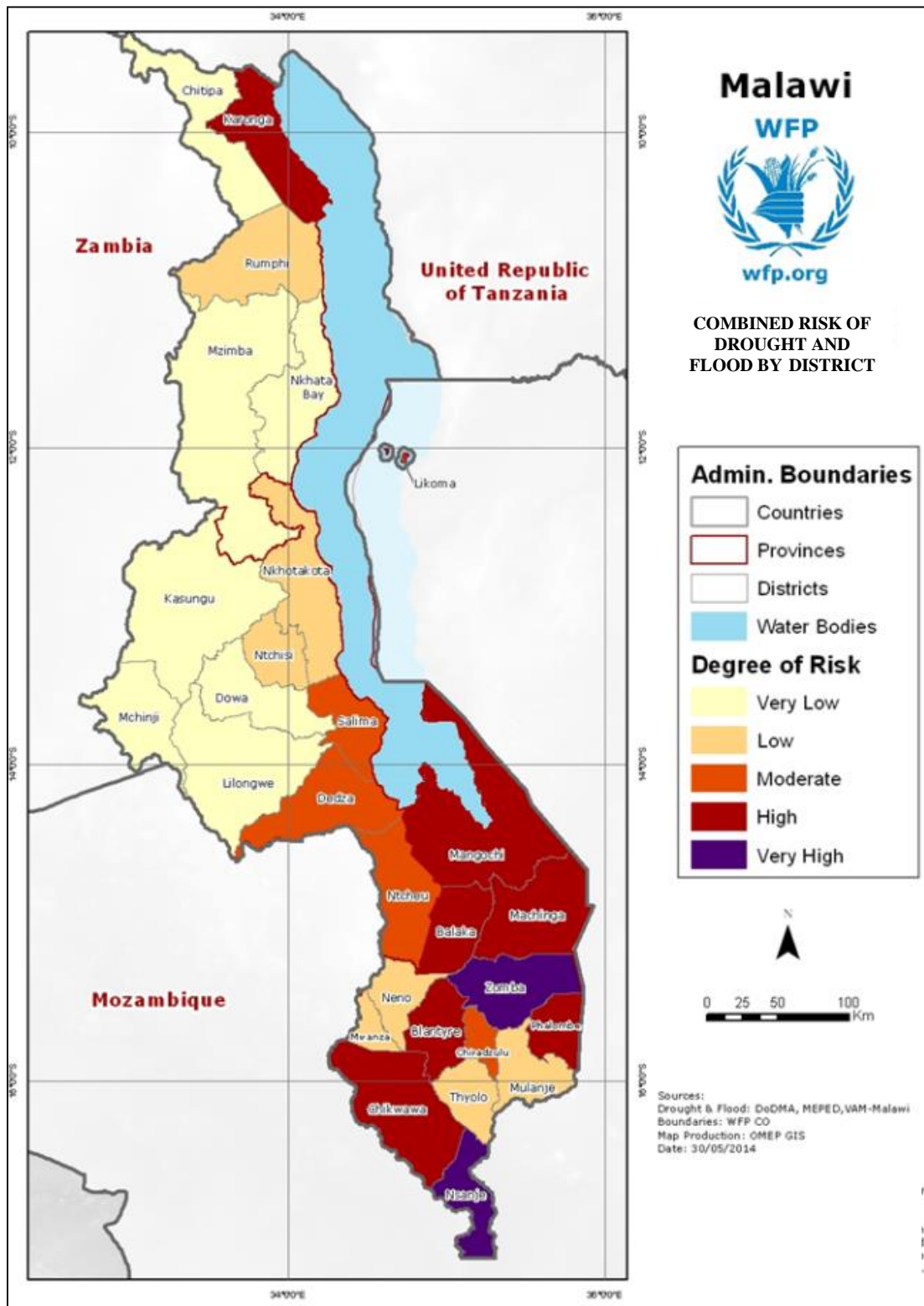
¹⁰ Unofficial estimates from the Ministry of Agriculture, Irrigation and Water Development; Malawi could produce 3.9 million mt in 2014, 8 percent more than 2013. The annual requirement is 2.9 million mt.

¹¹ Country office 2014 draft integrated context analysis.

¹² The lean season is October–March, peaking in December–March.

¹³ WFP Analysis and Nutrition Service, 2014.

Figure 1: Risk of drought and floods



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

14. Stunting and micronutrient deficiencies are a serious problem. Stunting among children under 5 is 47 percent, underweight 13 percent, wasting 4 percent, overweight 9.2 percent and anaemia 64 percent. During the lean season, global acute malnutrition rates rise above 4 percent in the areas most affected but remain below critical levels.¹⁴ An estimated 17 percent of women are overweight, and 29 percent are anaemic. Mortality among children under 5 is 112/1,000 live births, maternal mortality is 675/100,000 live births and 12 percent of live births are low birthweight.¹⁵ Half of Malawi's children eat food from one or two food groups only.¹⁶ Only half of rural households have sanitation facilities, and only 78 percent have access to safe drinking water.¹⁷

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

The Government

15. Protracted relief and recovery operation (PRRO) 200692 supports the 2011–2016 Malawi Growth and Development Strategy, which promotes sustainable food security and nutrition and improved social protection and disaster risk management through the social cash transfer scheme, public works programme, school meals, village savings and loans, and microfinance, and is aligned with the national social-support and disaster-risk management policies. Both programmes need support for scaling up and coordination. PRRO 200692 also contributes to the National Nutrition Policy (2013–2018).

Other Actors

16. The United Nations agencies collaborate with non-governmental organizations (NGOs) to support the growth and development strategy in humanitarian response, social support, gender equality and disaster risk reduction through initiatives implemented under the United Nations Development Assistance Framework (UNDAF).
17. WFP, the Food and Agriculture Organization of the United Nations, the United Nations Children's Fund and the United Nations Development Programme are starting a joint pilot project for 2014 and 2015 to develop a comprehensive resilience programme in Phalombe district.

¹⁴ The World Health Organization threshold is 10 percent.

¹⁵ Malawi demographic health survey, 2010.

¹⁶ 2013 EFSA of 15 food-insecure districts.

¹⁷ Malawi integrated household survey 2010/11. Factors contributing to poor nutrition include limited access to food, health services, clean water and sanitation, disease, gender inequality and insufficient knowledge of hygiene, childcare and feeding, and poor maternal care.

Coordination

18. WFP and the Department of Disaster Management Affairs will coordinate the joint emergency food assistance programme¹⁸ through the humanitarian response committee and the technical working groups. WFP will also work with the Ministry of Finance, Economic Planning and Development in support of the social support and disaster risk management programme.
19. The Department of Disaster Management Affairs, the Ministry of Finance, Economic Planning and Development, the Ministry of Local Government and Rural Development, the Ministry of Agriculture, Irrigation and Water Development and the Ministry of Natural Resources, Energy and Mining are preparing a three-pronged approach¹⁹ to evidence-based, coordinated and community-based planning for resilience at the local level, supported by WFP, other United Nations agencies and NGOs. The three-pronged approach is already being used in two districts in the south, and it is expected to be scaled up as part of WFP's resilience-building work with partners.

OBJECTIVES

20. In line with the Strategic Plan (2014–2017), the UNDAF (2012–2016) and government policies for food security and nutrition, social support and disaster risk management, PRRO 200692 aims to:
- provide life-saving food assistance for targeted food-insecure populations during lean seasons (Strategic Objective 1);²⁰
 - support the restoration of livelihoods and improve household and community resilience through the creation of productive assets under government-led complementary partnerships (Strategic Objective 2);
 - reduce disaster risks and enhance the resilience of households vulnerable to lean-season food shortages (Strategic Objective 3); and
 - prevent moderate malnutrition and micronutrient deficiencies in the 1,000 days from conception to prevent stunting (Strategic Objective 2).
21. PRRO 200692 supports Millennium Development Goals 1, 3, 7 and 8²¹ and the Zero Hunger Challenge.

RESPONSE STRATEGY

Assistance to Date

22. Country programme (CP) 200287, which continues through December 2016, aims to enhance access to primary education and treatment for malnutrition, and support

¹⁸ Comprising NGOs that have worked with WFP since 2002; it is a recognized vehicle for cooperation.

¹⁹ Integrated context analysis, seasonal livelihood programming and community-based participatory planning.

²⁰ Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies; Strategic Objective 3 – Reduce risk and enable people, communities and countries to meet their own food and nutrition needs.

²¹ Millennium Development Goals 1: – Eradicate extreme poverty and hunger; 3 – Promote gender equality and empower women; 7 – Ensure environmental sustainability; 8 – Develop a global partnership for development.

communities through disaster risk reduction with a view to promoting economic growth, improved harvests and long-term food security. The need for WFP emergency food assistance was originally expected to be limited to food-insecure areas where the Government did not have the capacity to respond. But subsequent emergencies and political and financial changes²² have resulted in a continued need for emergency relief assistance until the causes of chronic food and nutrition insecurity are eliminated.

23. PRRO 200692 will promote an improved system for addressing the causes of food insecurity, with a focus on nutrition and gender-sensitive programmes. The intention is to use “the right tools at the right time for the right people”²³ and to maximize impacts through enhanced linkages with WFP and partners’ programmes.
24. Country programme (CP) 200287 covers 910,000 beneficiaries per year, of whom 90 percent are schoolchildren in 13 food-insecure districts, complementing PRRO 200692; the other activities focus on targeted supplementary feeding for young children and pregnant and lactating women, who receive assistance for treatment of moderate acute malnutrition throughout the year.
25. The disaster risk reduction and food for assets elements of the food-security component of CP 200287 will be shifted to PRRO 200692 in order to facilitate the linkages between relief and recovery. The capacity development element will remain part of CP 200287 because the support is nationwide. PRRO 200460, which continues until mid-2015, assists 20,000 refugees from the Democratic Republic of the Congo; more are arriving every month.
26. Implementation of the cash-based responses in PRRO 200692 will build on experience gained in emergency operation (EMOP) 200608 and PRRO 105860.

Strategy

27. The priorities of WFP’s 2011 country strategy were: i) nutrition and social support for vulnerable groups; ii) disaster risk reduction and climate change adaptation; and iii) support for agricultural markets. PRRO 200692 and CP 200287 address these priorities.
28. The objectives of PRRO 200692 are to provide relief assistance, restore food security, rebuild sustainable livelihoods and enhance resilience among the most vulnerable populations, and to enable a shift from unconditional relief assistance to resilience-building through coordinated complementary programmes; PRRO 200692 will also contribute to preventing moderate malnutrition and micronutrient deficiencies in the 1,000 days from conception.
29. The relief component will be implemented during the lean season²⁴ through seasonal targeted food assistance, cash and voucher transfers for acutely food-insecure and labour-constrained households,²⁵ and conditional targeted food assistance in some areas. Annual food-security assessments and the three-pronged approach will guide targeting. Conditional targeted food assistance will link with early recovery and long-term

²² The 2011/12 crisis following devaluation slowed real gross domestic product growth to 1.9 percent from an average 7 percent in 2006–2010; the 2013 “cashgate” scandal interrupted social services and caused development partners to suspend support. These and climatic shocks have left 2 million people in need of emergency food each year.

²³ Takes gender and nutrition considerations into account; gender involves consideration of the different needs and risks of women, men, boys and girls.

²⁴ October–March, but may start in July depending on harvests.

²⁵ Transfer types will be determined by market assessments and cost-efficiency. Vouchers will be considered in all assessments.

resilience-building through household asset creation, with soft work norms complementing agricultural labour, and attendance at behaviour-change communication sessions.²⁶ The discussions with the Government and partners on scaling up the three-pronged approach take into account concerns about the feasibility of conditional assistance, especially during lean seasons. Lessons learned from the pilot of conditional transfers, which used soft work norms and behaviour change communications, will be applied.²⁷

30. The prevention and recovery component will include food assistance for assets (FFA) for able-bodied households and awareness-raising, focusing on integrated early recovery and the creation of productive assets²⁸ in ways that enable equitable participation by men and women and a reduction in the burden of women's "triple days".²⁹ WFP will ensure that poor households without labour capacity will be supported by social-protection schemes.
31. The FFA component will be implemented largely in the April–September post-harvest period, and on a reduced scale in October–March because this is when people work on their farms.³⁰ Cash or voucher interventions may be used in the April–September period, when food supplies are stable and market prices fall; food interventions may be preferred in the October–March pre-harvest period.³¹
32. Nutrition and gender-sensitive seasonal livelihood programming and community-based participatory planning will help to determine intervention types. To address stunting and micronutrient deficiencies, behavioural change communication will focus on diversified food consumption, sanitation, hygiene, childcare and HIV; kitchen gardens and small animal husbandry could also be promoted.
33. Purchase for Progress best practices will be applied in local procurement, market development and linking smallholder farmers to markets. It will support capacity-building for farmers' organizations and the scaling up of activities with high potential for synergy. It will also integrate the Rural Resilience Initiative³² and the global framework for climate services³³ to test an integrated resilience-building approach that could be scaled up to other districts.
34. Enhanced partnerships with the Government and others in resilience-building, social protection and climate change adaptation are also envisaged: the activities of PRRO 200692 will complement the public works programme of the national social support programme, focusing on improving the ownership, management and utilization of created assets and the scaling up of the Government's social cash transfer scheme.

²⁶ Soft work norms refers to work consistent with labour availability and the demands of households; the assets to be created include gardens, latrines and fuel-efficient stoves. Behaviour change communication is related to diversified food consumption, sanitation and hygiene, childcare and HIV.

²⁷ EMOP 200608, extended until November 2014, pilots the linking of food distributions with conditions such as attendance at behavioural change communication sessions.

²⁸ Irrigation schemes, household and community woodlots, dykes and dams, and fish ponds as prioritized by the communities.

²⁹ Women are simultaneously wives, farmers and caregivers, with the associated daily responsibilities.

³⁰ FFA will support 75,000 beneficiaries at its peak, and a maximum of 50,000 in the lean seasons.

³¹ Insurance for assets through the Rural Resilience Initiative and livelihood and microfinance interventions will complement food and cash transfers.

³² Risk reduction, microcredit, insurance and savings.

³³ Established in 2011 to manage climate risks related to food security, agriculture, disaster risk reduction, health and water.

Hand-Over

35. WFP will help the Government to plan, implement and coordinate integrated humanitarian-response and social-support programmes and to plan for ownership of these programmes. At the community level, a transition strategy to be defined through the community-based participatory planning process will be implemented as part of capacity-development.
36. Activities can be scaled up or down as required. WFP can reduce the response to lean-season food shortages towards the end of PRRO 200692 if resilience-building offsets the need for emergency food assistance.

BENEFICIARIES AND TARGETING

37. WFP plans to provide relief assistance for up to 1 million vulnerable and food-insecure people, of whom 51 percent are women, during the 2014/15 lean season. This figure is based on the 2014 EFSA, and takes into account the relief work of NGOs for a probable 100,000 people. It is expected that the number of people needing assistance will remain at 1 million through 2016, but the figure should fall by at least 200,000 by 2017 as resilience-building takes effect. The expected El Niño will be monitored.
38. WFP plans to respond in 21 districts: Balaka, Blantyre, Chikwawa, Dedza, Dowa, Karonga, Lilongwe, Machinga, Mchinji, Mulanje, Mwanza, Mzimba, Neno, Nsanje, Ntcheu, Phalombe, Rumphu, Salima and Zomba; Thyolo and Chiradzulu are on the food-security “watch list” list for the peak lean season.
39. Food assistance for assets will initially be implemented in the chronically food-insecure districts of Balaka, Zomba, Karonga and Phalombe, and will be scaled-up to include Blantyre, Chikwawa, Dedza, Machinga, Mangochi and Nsanje.
40. Seasonal livelihood planning and community-based participatory planning will determine the timing of interventions, targeting in chronically food-insecure areas and the groups participating in conditional targeted food assistance and FFA; the selection criteria will be the same.
41. Participatory planning will mitigate additional risks for women by ensuring that behavioural change communications are gender-sensitive and consider the needs, risks and privileges of women and men. Men will be equally involved in nutrition training so that they are not marginalized from care responsibilities.
42. WFP will increase the proportion of conditional targeted food assistance beneficiaries over three years, and will scale up conditional support as conditions permit. But conditional transfers are not widely accepted by government counterparts, particularly during the lean season: this is because of the high demand for household labour competing with agricultural work, the additional costs of sensitization, enforcement and monitoring and the lack of capacity in the Government and NGOs to implement these activities at scale.
43. In view of the likely number of chronically food-insecure people and the limited capacities of the Government and NGOs to implement large-scale FFA, the initial 5,500 households will increase to 9,000 in year two and 14,000 in year three; 1,000 households are expected participate in insurance for assets in year two, and 2,500 in year three.³⁴

³⁴ Some FFA beneficiaries will receive climate information to enhance decision-making related to disaster risk reduction, livelihoods, agriculture and livestock.

44. The targeted households in the relief component will be identified through a community-based approach following the targeting guidelines in the joint emergency food assistance programme. The primary targets will be the ultra-poor, the disabled, people living with HIV, the elderly and orphans.
45. Beneficiary targeting for the prevention of stunting and micronutrient deficiencies with SuperCereal, SuperCereal Plus and behavioural change communications will be managed separately through the Scaling Up Nutrition framework. The care group model identifies children by age and pregnant and lactating women.



TABLE 1: BENEFICIARIES BY ACTIVITY*

Activity	Sub-activity	Boys/men				Girls/women				Total
		2014	2015	2016	2017	2014	2015	2016	2017	2014-2017
Relief: Targeted food assistance during the lean season										
Food	Unconditional	247 793	357 700	329 280	249 900	257 907	372 300	342 720	260 100	1 111 000
	Conditional	10 192	52 920	42 777	24 500	10 608	55 080	44 523	25 500	148 000
Cash	Unconditional	37 485	44 100	66 640	83 300	39 015	45 900	69 360	86 700	310 000
	Conditional	8 330	10 780	13 573	9 800	8 670	11 220	14 127	10 200	56 000
Recovery: Food assistance for assets										
Food		12 740	5 880	19 940	19 600	13 260	6 120	20 760	20 400	21 000
Cash		1 960	18 620	17 790	4 900	2 040	19 380	18 510	5 100	54 000
TOTAL		318 500	490 000	490 000	392 000	331 500	510 000	510 000	408 000	1 700 000

* Assuming that 50 percent of the caseload exit the programme each year.

NUTRITION, RATIONS, VALUE OF CASH/VOUCHER TRANSFERS

46. Maize, pulses and vegetable oil will be distributed under the relief and prevention and recovery components. The cash and voucher value will be equivalent to the market value of the food, or substitutes, in the WFP daily ration. The ration size and transfer value will be planned on the basis of an average household of 5.5.
47. The choice of food or cash/vouchers will be based on market and sector assessments, taking into account seasonality, price trends, food availability and cost efficiency.
48. To prevent stunting and micronutrient deficiencies, WFP will provide SuperCereal and SuperCereal Plus for pregnant and lactating women and children under 2 during lean seasons. This will be complemented by nutrition-focused behavioural change communications and promotion of assets to address the determinants of undernutrition.
49. The targeted food assistance (TFA) and conditional targeted food assistance (C-TFA) ration will provide 71 percent³⁵ of daily energy requirements; the FFA ration will provide 90 percent, and other foods will complement the ration to meet the standard 2,100 kcal requirement. Each FFA participant will be offered work or training in productive skills for up to four hours per day for 20 days per month, guided by established work norms and gender considerations.

TABLE 2: FOOD RATIONS/CASH/VOUCHER TRANSFERS BY ACTIVITY (g/person/day)		
	TFA/C-TFA	FFA
Cereal	303	455
Pulses	61	45
Vegetable oil	11	16.8
SuperCereal	200	-
SuperCereal Plus	200	-
Cash/voucher (USD/person/day)	0.20	0.31
Total	375–575*	517
Total kcal/day	1 362–2 162**	1 892
% kcal from protein	12.5–14.0***	11.5
% kcal from fat	15.8–18.5****	16.9
No. of feeding days/month	30	20

* 575 g person/day for children and mothers; 375 g person/day for other family members.

** 2,162 kcal/person/day for children and mothers; 1,362 kcal/person/day for other family members.

*** 14.0 percent for children; 13.8 percent for mothers; 12.5 percent for other family members.

**** 18.5 percent for children, 17.0 percent for mothers; 15.8 percent for other family members.

³⁵ The general ration will complement existing food sources such as home production, remittances and trade.

TABLE 3: FOOD, CASH AND VOUCHERS BY ACTIVITY			
Food type	TFA/C-TFA (mt)	FFA (mt)	Total (USD)
Cereal	101 722	6 518	108 239
Pulses	20 395	1 305	21 700
Vegetable oil	3 743	239	3 989
SuperCereal/ SuperCereal Plus	6 043	-	10 071
Total food (mt)	135 931	8 062	143 993
Cash/voucher (USD)	19 959 287	6 906 366	26 865 654

IMPLEMENTATION

Participation

50. The three-pronged approach ensures government and community leadership in planning and programming. WFP and its partners will provide non-food items for asset-creation, but communities will complement these from local resources; they will be assisted in setting up management committees to ensure sustainability and the shift to conditional programming will be explained, with messaging to promote collaboration between men and women in decision-making on household resources received from WFP.
51. The targeting criteria ensure that households headed by women at risk of discrimination are included. Household ration cards will be issued in the names of women to increase the likelihood that food assistance reaches the most vulnerable. WFP will collect sex-disaggregated data for planning and evaluation to promote equity of benefits and will ensure that at least 50 percent of food-committee members are women, if possible in leadership roles.
52. WFP will seek to reduce exposure to violence for women and children: where possible, beneficiaries will not travel more than 5 km to final distribution points, and victim support and reporting procedures will be displayed at distribution sites. The field-level agreements commit all partners to the Inter-Agency Standing Committee code on the prevention of sexual exploitation and abuse; staff of WFP and cooperating partners will be trained in the prevention of sexual exploitation and abuse.
53. WFP will ensure that C-TFA and FFA do not over-burden women or distract people from income-generating or care responsibilities. Special attention will be given to assets that reduce environmental hardships and increase incomes.

Partners and Capacities

54. WFP will develop partnerships with NGOs that add value and exploit comparative advantages in resilience-building, with nutrition and gender, and will develop a plan for FFA that ensures complementary partnerships with other actors.³⁶ A letter of understanding will be signed with the Department of Disaster Management Affairs, and field-level agreements established with NGO partners and district councils will govern implementation of PRRO 200692. Community-level agreements with district councils and NGO partners will set out implementation arrangements for FFA. Partnerships with financial service providers for cash and voucher transfers will be based on WFP's standard contract.

Procurement

55. Procurement will follow standard procedures. Following the Purchase for Progress pilot, the participation of women farmers will be promoted and WFP will use its purchasing power to build resilience among smallholder farmers by increasing their engagement in markets. The forward purchase facility and regional procurement will be utilized as required. Vegetable oil will be procured internationally or regionally because local specifications do not meet WFP standards; SuperCereal Plus will be procured internationally because it is not available in the region.

Logistics

56. Local purchases account for 67 percent of the planned food tonnage; regional purchases inclusive of the forward purchase facility account for 23 percent, and international purchases for 10 percent. The port of Beira is preferred because transport is cheaper from there than from other ports. The Nacala corridor may be used when it becomes operational in 2015 with the repair of the railway.

57. WFP will facilitate the transport of food from its secure warehouses to final delivery points; NGO partners will coordinate distribution to beneficiaries. WFP will use its own trucks for 10 percent of food deliveries, especially in areas with limited access; commercial transport will be used for the remaining 90 percent. Extended delivery points will be opened in the wet season for pre-positioning. WFP will assess storage capacities in the targeted areas, and will contract local transporters to minimize costs.

58. The logistics unit will support the cash and voucher transfers through assessments of markets and retailers, cost efficiency analyses, contracting for vouchers and monitoring of disbursements and redemptions.

Transfer Modalities

59. The outcomes of market and sector assessments³⁷ will determine the transfer modalities; cash and voucher transfers are expected to account for an estimated 25 percent of transfers, based on the market assessments and cost efficiency analyses WFP will transfer cash to beneficiaries through the banks or mobile telephone service providers.

³⁶ These include village savings and loans schemes run through the Ministry of Gender and promotion of manure making, training and agricultural shows run by the Ministry of Agriculture.

³⁷ Sector assessments include macro-risk analysis and assessments of financial sector and telephone network capacities.

Non-Food Inputs

60. WFP and its partners will provide communities with the equipment and materials needed for asset creation. Technical experts will assist in the selection and design of activities, and help to estimate the quantity of equipment required.

PERFORMANCE MONITORING

61. The country office monitoring and evaluation tool will be used to manage the logical framework; the performance and risk organizational management information system will be used to manage performance and track risks and mitigation actions. The WFP system for cash operations will be used to register and track cash and voucher beneficiaries. Outcome and output indicators are shown in Annex II.
62. Monitoring of the targeting and registration process at the start of PRRO 200692 will ensure fairness, transparency and the rectification of shortcomings. Process monitoring will help to determine the timeliness, adequacy, accuracy and efficiency of food distribution and cash and voucher transfers. Post-distribution monitoring will assess the effectiveness of WFP's assistance and gender and protection actions. On-site monitoring will assess progress in activities and address any implementation challenges. Output reporting will be compiled from cooperating partners' distribution and monitoring data, using the country office monitoring output reporting database and standard reporting tools.³⁸
63. WFP and its partners will be responsible for joint verification, process, output and outcome monitoring, analysis and reporting in all operational areas. A baseline survey will be carried out at the start of PRRO 200692, and an end-of-project survey at the close.

RISK MANAGEMENT

Contextual Risks

64. Malawi is 40 percent dependent on external assistance, and continued suspension of aid as a result of the 2013 "cashgate" scandal is expected to reduce the delivery of services for the poor. WFP is scaling up its food-security monitoring and updating contingency plans because large-scale emergency assistance would disrupt resilience-building and probably reverse social development gains.

Programmatic Risks

65. In view of WFP's traditional role in providing large-scale emergency response, there is a risk that donors might reduce their support for increased resilience-building. With this in mind, WFP will continue to promote understanding of its new resilience approach to broaden partnership, in line with the shift to food assistance.

Institutional Risks

66. Lack of predictable multi-year funding would hamper WFP's work to link response, recovery and resilience-building work: WFP will therefore ensure that its partnerships support its resilience-building approach and will continue to seek funding for an integrated multi-year response.

³⁸ Twice-yearly community and household surveys will compare food consumption, dietary diversity and stress levels of beneficiary and non-beneficiary households.

Security

67. Political uncertainty and the Government's limited capacities for responding to economic challenges may fuel popular unrest. WFP offices, warehouses and vehicles comply with minimum operating security standards and minimum security telecommunications standards. WFP collaborates with the United Nations Department of Safety and Security and the United Nations security management team to update staff as to security risks and precautionary and mitigation measures.

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (USD)	Value (USD)
Food			
Cereals	108 239	34 272 556	
Pulses	21 700	14 603 851	
Oil and fats	3 983	4 515 766	
Mixed and blended food	10 071	8 756 119	
Total food	143 993	62 148 291	
External transport		834 474	
Landside transport, storage and handling		15 268 203	
Other direct operational costs		8 939 479	
Food and related costs¹		87 190 448	87 190 448
Cash and vouchers		26 865 653	
Related costs		4 488 416	
Cash and vouchers and related costs		31 354 069	31 354 069
Direct operational costs			118 544 517
Direct support costs (see Annex I-B) ²			15 060 985
Total direct project costs			133 605 502
Indirect support costs (7.0 percent) ³			9 352 385
TOTAL WFP COSTS			142 957 887

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

² Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

³ The indirect support cost rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
Staff and staff-related	
Professional staff	4 910 806
General service staff	3 108 279
Danger pay and local allowances	163 000
Subtotal	8 182 085
Recurring and other	1 611 500
Capital equipment	1 167 000
Security	229 000
Travel and transportation	3 151 400
Assessments, evaluations and monitoring¹	720 000
TOTAL DIRECT SUPPORT COSTS	15 060 985

¹ Reflects estimated costs when activities are carried out by third parties.

ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Cross-cutting		
Gender Gender equality and empowerment improved	Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution Proportion of women beneficiaries in leadership positions of project management committees Proportion of households where males make decisions over the use of cash, voucher or food Proportion of households where females make decisions over the use of cash, voucher or food Proportion of households where females and males together make decisions over the use of cash, voucher or food	
Partnership Food assistance interventions coordinated and partnerships developed and maintained	Proportion of project activities implemented with the engagement of complementary partners Number of partner organizations that provide complementary inputs and services Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks)	
Protection and accountability to affected populations WFP assistance delivered and utilized in safe, accountable and dignified conditions	Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain) Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)	



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
<p>Outcome 1.1 Stabilized or improved food consumption over assistance period for targeted households and/or individuals</p>	<p>FCS: percentage of households with poor Food Consumption Score (male-headed) FCS: percentage of households with poor Food Consumption Score (female-headed) Diet Diversity Score (male-headed households) Diet Diversity Score (female-headed households) Diet Diversity Score CSI: Coping Strategy Index (average)</p>	<p>Donors provide adequate resources in good time. Food pipeline is adequate and reliable. Beneficiaries use cash saved from food assistance to buy supplementary food. Food and fuel prices are stable. NGO partners and transport companies have adequate capacity.</p>
<p>Output 1.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned</p>	<p>Targeted population participates in identification, planning, and implementation of activities. No pipeline breaks occur. Food pre-positioned as planned. Partners and communities establish joint asset-creation plans.</p>
<p>Output 1.2 Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively</p>	<p>Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling</p>	<p>Community members attend nutrition counselling and implement nutritional messages. Partners have adequate capacity to implement the programme.</p>



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies		
<p>Outcome 2.1 Adequate food consumption reached or maintained over assistance period for targeted households Food/Cash for Asset activity to be implemented in 6 districts</p>	<p>Diet Diversity Score Diet Diversity Score (female-headed households) Diet Diversity Score (male-headed households) FCS: percentage of households with borderline Food Consumption Score FCS: percentage of households with borderline Food Consumption Score (female-headed) FCS: percentage of households with borderline Food Consumption Score (male-headed) FCS: percentage of households with poor Food Consumption Score FCS: percentage of households with poor Food Consumption Score (female-headed) FCS: percentage of households with poor Food Consumption Score (male-headed) CSI: Coping Strategy Index (average)</p>	<p>Donors provide adequate resources in good time. Food pipeline is adequate and reliable. Beneficiaries use cash saved from food assistance to buy supplementary food. Food and fuel prices are stable. Adequate implementation capacity by NGO partners and transport companies are available.</p>
<p>Outcome 2.2 Improved access to assets and/or basic services, including community and market infrastructure</p>	<p>CAS: Community Asset Score (average)</p>	<p>Communities implement project activities.</p>
<p>Outcome 2.3 Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women, and school-aged children</p>	<p>Proportion of children who consume a minimum acceptable diet Proportion of eligible population who participate in programme (coverage)</p>	<p>Targeted households implement nutritional messages.</p>



ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p>Output 2.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p> <p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Quantity of non-food items distributed, disaggregated by type, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>Targeted population participates in identification, planning, and implementation of activities.</p> <p>No pipeline breaks occur.</p> <p>Food pre-positioned as planned.</p> <p>Partners and communities establish joint asset-creation plans.</p>
<p>Output 2.2 Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>Number of assets built restored or maintained by targeted households and communities, by type and unit of measure</p>	<p>Tools are available on time.</p> <p>Communities maintain the assets created.</p> <p>Qualified trainers are available.</p>
<p>Output 2.3 Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively</p>	<p>Proportion of women/men receiving nutrition counselling supported by WFP, against proportion planned</p> <p>Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned</p> <p>Proportion of targeted caregivers (male and female) receiving 3 key messages delivered through WFP-supported messaging and counselling</p>	<p>Community members attend nutritional counselling and implement nutritional messages.</p> <p>Partners have adequate capacity to implement the programme.</p>



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs		
<p>Outcome 3.1 Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households</p>	<p>FCS: percentage of households with poor Food Consumption Score (male-headed)</p> <p>FCS: percentage of households with poor Food Consumption Score (female-headed)</p> <p>FCS: percentage of households with poor Food Consumption Score</p> <p>FCS: percentage of households with borderline Food Consumption Score (male-headed)</p> <p>FCS: percentage of households with borderline Food Consumption Score (female-headed)</p> <p>FCS: percentage of households with borderline Food Consumption Score</p> <p>Diet Diversity Score (male-headed households)</p> <p>Diet Diversity Score (female-headed households)</p> <p>Diet Diversity Score</p> <p>CSI (Food): Percentage of male-headed households with reduced/stabilized Coping Strategy Index</p> <p>CSI (Food): Percentage of households with reduced/stabilized Coping Strategy Index</p> <p>CSI (Food): Percentage of female-headed households with reduced/stabilized Coping Strategy Index</p> <p>CSI (Asset Depletion): Percentage of male-headed households with reduced/stabilized Coping Strategy Index</p> <p>CSI (Asset Depletion): Percentage of households with reduced/stabilized Coping Strategy Index</p> <p>CSI (Asset Depletion): Percentage of female-headed households with reduced/stabilized Coping Strategy Index</p> <p>CAS: percentage of communities with an increased Asset Score</p>	<p>Government facilitates SLP and CBPP processes.</p> <p>Communities participate in activity and site selections.</p> <p>Markets are accessible and price fluctuations are limited.</p> <p>Partners have adequate capacity and resources.</p> <p>Communities have capacity to maintain and enhance assets created.</p>
<p>Outcome 3.2 Risk reduction capacity of countries, communities and institutions strengthened</p>	<p>NCI: Food security programmes National Capacity Index</p> <p>Proportion of targeted communities where there is evidence of improved capacity to manage climatic shocks and risks supported by WFP</p> <p>NCI: Resilience programmes National Capacity Index</p>	<p>Communities implement project activities.</p> <p>Funds are available on time.</p> <p>Partners have adequate technical capacity.</p>

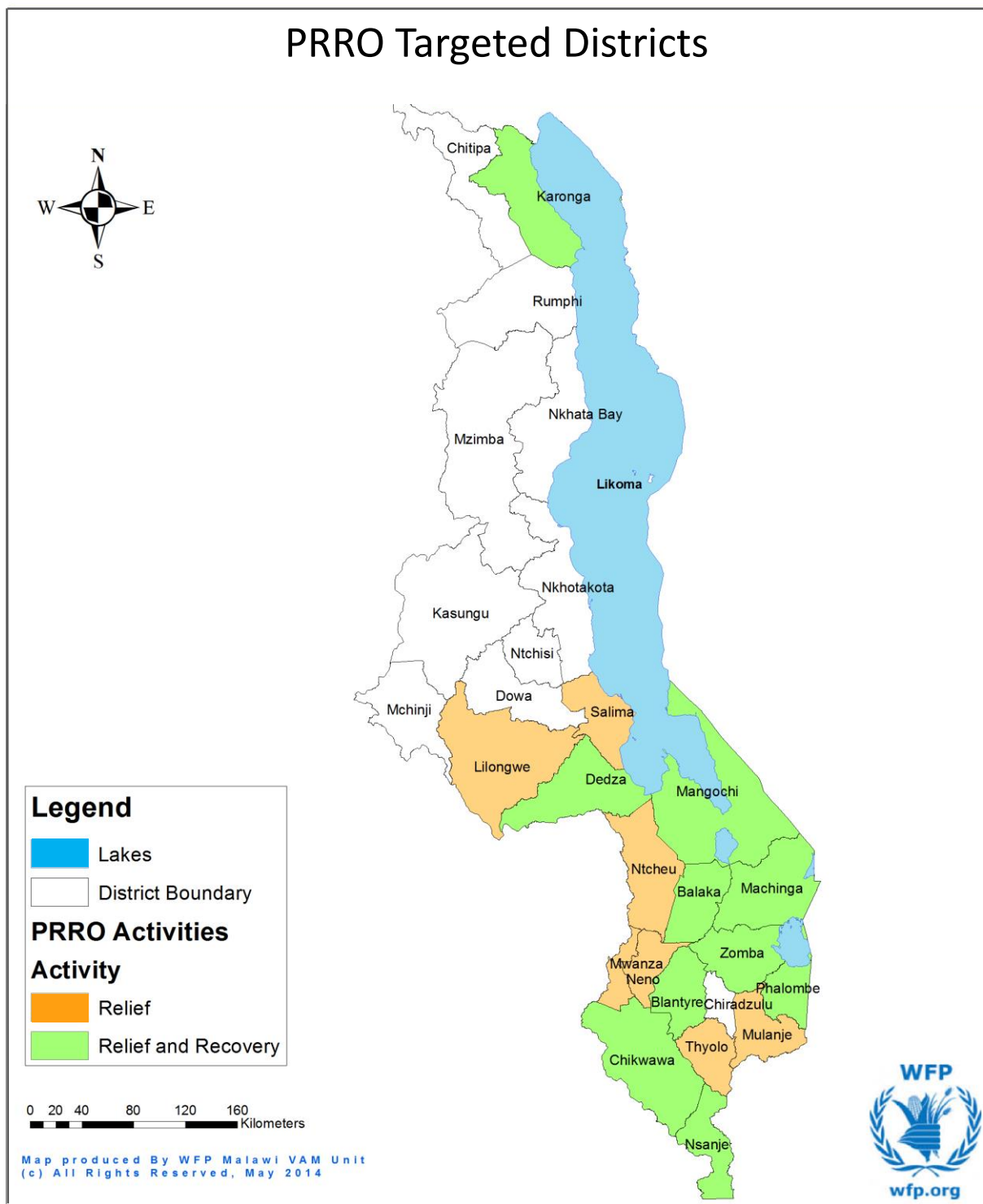


ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p>Output 3.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p> <p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Quantity of non-food items distributed, disaggregated by type, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>Targeted population participates in identification, planning and implementation of activities.</p> <p>No pipeline breaks occur.</p> <p>Food is pre-positioned.</p> <p>Partners and communities establish joint asset-creation plans.</p>
<p>Output 3.2 Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>Number of assets built restored or maintained by targeted households and communities, by type and unit of measure</p>	<p>Partners have adequate capacity and resources.</p> <p>Communities have the capacity to maintain and enhance assets.</p>
<p>Output 3.3 Human capacity to reduce risk of disasters and shocks developed</p>	<p>Number of people trained, disaggregated by sex and type of training</p>	



ANNEX III



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

ACRONYMS USED IN THE DOCUMENT

CP	country programme
C-TFA	conditional targeted food assistance
EFSA	emergency food security assessment
EMOP	emergency operation
FFA	food assistance for assets
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
UNDAF	United Nations Development Assistance Framework