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**Executive Board  
Third Regular Session**

**Rome, 20–24 October 2003**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

**Agenda item 8**

*For approval*



Distribution: GENERAL  
**WFP/EB.3/2003/8/2**  
4 September 2003  
ORIGINAL: ENGLISH

## **PROTRACTED RELIEF AND RECOVERY OPERATION— ZAMBIA 10071.1**

**Food Assistance for Refugees from Angola and  
the Democratic Republic of the Congo**

<b>Number of beneficiaries</b>	108,000 (2004) 79,000 (2005)
<b>Duration of project</b>	24 months (January 2004–December 2005)
<b>Cost (United States dollars)</b>	
Total cost to WFP	22,754,608
Food tonnage	41,791 tons

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# Note to the Executive Board



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

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

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



# Executive Summary



Zambia, which is classified as a least developed country and a heavily indebted poor country with a per capita gross domestic product of US\$300, is one of the world's poorest countries. Poverty and food insecurity remain widespread in rural areas, and in recent years both have increased in urban areas. The country is vulnerable to recurring natural disasters: floods, drought and animal disease epidemics. Despite these conditions, the Government of the Republic of Zambia has maintained an open-door policy and has consistently granted asylum to populations seeking refuge, notwithstanding the economic and security implications. Since the 1970s, the Government has allocated vast areas of fertile land to refugees in the Meheba and Mayukwayukwa settlements, and its commitment and contribution to assisting refugees through such allocations have been highly commendable.

The two-year organized voluntary repatriation of 60,000 Angolan refugees is expected to begin during the second half of 2003. WFP will provide food for refugees during the transit operation to Angolan reception centres and a two-month reintegration package to help refugees/returnees resettle at their final destinations.

Under this protracted relief and recovery operation, WFP Zambia will be one of five pilot operations worldwide to assume direct responsibility for managing food distribution. Approximately 108,000 refugees in 2004 and 79,000 in 2005, mainly from Angola and the Democratic Republic of the Congo, will benefit from WFP food assistance programmes in six settlements/camps.

Aside from the repatriation exercise, the number of refugees in need of food assistance is expected to reduce gradually in 2004 and 2005 with the phasing-out of food aid to refugees who have been allocated land and have successfully cultivated two harvests. WFP ensures the active participation of women refugees in the management and distribution of food. Women refugees also participate in income-generating activities and in the capacity-building training courses that take place in settlements and camps. WFP implementing partners are encouraged to recruit more women in their workforces, especially in decision-making positions. This protracted relief and recovery operation will complement and be closely coordinated with the Office of the United Nations High Commissioner for Refugees (UNHCR), the Government and non-governmental organization partners.

## Draft Decision\*



The Board approves Zambia PRRO 10071.1—"Food Assistance for Refugees from Angola and the Democratic Republic of the Congo" (WFP/EB.3/2003/8/2).

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\* 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.



## CONTEXT AND RATIONALE

### Political Context and Humanitarian Situation

1. Currently, Zambia is providing asylum to approximately 260,000 refugees, mainly from Angola, the Democratic Republic of the Congo (DRC), Burundi and Rwanda. Approximately 145,000 refugees live in designated refugee camps/settlements in which 117,000 currently receive WFP food assistance. Refugees from Angola are settled in two settlements—Meheba in North Western Province and Mayukwayukwa in Western Province—and in recently established refugee camps in Nangweshi (Western Province) and Ukwimi (Eastern Province). Refugees from DRC are accommodated in Mwange camp in Northern Province and Kala camp in Luapula Province. New arrivals are temporarily settled in transit/reception centres near the main entry points, where they are screened and registered before being relocated to permanent settlements/camps. At present, there are seven transit centres in the four provinces bordering Angola and DRC (see map in Annex III).
2. The WFP/UNHCR joint food assessment mission (JFAM) of 15 January to 5 February 2003 estimated that there are 142,470 refugees in designated sites, 114,300 (80 percent) of whom receive WFP food assistance, while the other 28,100 are self-sufficient in food production. The mission also confirmed the need to plan for a small influx of refugees from DRC who continue to arrive at transit/reception centres daily. Based on UNHCR and government estimates, and taking into account the planned repatriation of Angolan refugees and the influx from DRC, the projected number of refugees requiring food assistance is expected to decrease slightly, to 108,000 by the end of 2003.

### Situation Analysis

3. Some 60,000 Angolan refugees are expected to repatriate between mid-2003 and mid-2005. However, political, social and economic factors, including food security and access to basic services, will continue to affect planning figures for the promoted voluntary repatriation programme. National Union for the Total Independence of Angola (UNITA) supporters, ex-combatants and long-staying refugees who are now self-sufficient and well integrated into their communities are likely to remain in Zambia.
4. Refugees from DRC who have arrived in Zambia since 1999 are accommodated at Mwange and Kala camps. With no means of cultivating food or attaining a moderate degree of self-sufficiency because of a shortage of land, most of these people will continue to depend on WFP food assistance for their survival until the situation in their country of origin is conducive to their return.
5. Efforts made by UNHCR (with WFP support) to retain and secure sufficient land for refugees to cultivate have been partially successful, especially in Meheba and Mayukwayukwa settlements and Ukwimi camp. UNHCR/WFP continue to persuade the Government to allocate sufficient land to refugees in Nangweshi, Mwange and Kala camps.
6. Zambia's food security has not been hampered by the presence of refugees. The camps, however, have had a negative impact on the environment (cutting of trees for farming and fuelwood, depletion of soil). In partnership with the implementing non-governmental organizations (NGOs), UNHCR facilitates projects to address environmental concerns and support the rehabilitation of community infrastructure that might be stressed as a result of the increased population. Continuous fighting along border areas has also created an



insecure environment and forced the local Zambian population to migrate towards the country's interior. These internally displaced persons (IDPs) are taken care of by the Ministry of Home Affairs and the Office of the Vice-President through the Disaster Management and Mitigation Unit, with the support of WFP through the country programme.

7. This PRRO will cover a period of 24 months, from 1 January 2004 until 31 December 2005, during which the situation in Angola is expected to improve significantly, allowing for the voluntary repatriation of some 600,000 refugees (2003–2005). If poor conditions in DRC persist, WFP/UNHCR and the Government will continue their efforts to allocate sufficient land to refugees for the self-production of food in the Mwange and Kala camps.
8. In collaboration with the Commissioner for Refugees (COR) and WFP, UNHCR organizes regular nutritional surveys and maintains an effective surveillance system for monitoring the nutritional status of refugees in order to ensure proper targeting, especially for children under 5, pregnant and lactating women and chronically ill persons. According to NGO reporting, the overall nutritional situation has improved to acceptable levels, with less than 2 percent global acute malnutrition in all camps/settlements.

### **Government Recovery Policies and Programmes**

9. In spite of the economic and security concerns, the Government of Zambia has maintained an open-door policy and consistently grants asylum to populations seeking refuge. Its commitment to allocating land for refugees has also been highly commendable, and to date a total of 40,800 ha (Meheba 28,100 ha; Mayukwayukwa 11,700 ha; Ukwimi 1,000 ha) has been assigned, allowing some 33,000 refugees to be phased out of WFP food aid. Land is assigned to heads of households, with special priority given to women-headed households.
10. COR's Ministry of Home Affairs Office is entrusted with the coordination of refugee programmes in Zambia. At the national level, COR is responsible for the implementation of government policy regarding refugees. At the operational level, refugee officers are posted in each settlement/camp and are responsible for security matters, the movement of refugees and coordinating the work of UNHCR and the implementing NGOs. Coordination among WFP, UNHCR and government counterparts and NGOs is maintained at the central level through monthly inter-agency coordination meetings, which are replicated at the field level with the participation of all stakeholders, including refugee food committee representatives.
11. The Government has established partnerships with UNHCR and NGOs for the provision of basic services to refugees, especially in the health and education sectors. In some camps/settlements, government staff from respective ministries have been deployed. However, despite government willingness, Zambia has experienced an economic decline over the past several years, and has appealed to WFP for the continuation of food assistance for refugees.

### **Rationale**

12. Under this PRRO, WFP will provide support to 108,000 of the most vulnerable refugees (53,028 male; 54,972 female) in 2004 and 79,000 (38,947 male; 40,053 female) in 2005. These people are dependent on food aid based on the current WFP beneficiary caseload (116,750), the rate of influx and the annual increase in the refugee population, as well as on the planned repatriation of Angolan refugees and any phase-out of refugees who are food self-sufficient. Of the total projected caseload in 2004, 30,000 Angolan refugees are



expected to repatriate and/or phase out of food assistance by mid-2005. Refugees from DRC (currently about 45,000) will be assisted under the “relief phase” until land is provided and food security achieved.

## PRRO STRATEGY

### Beneficiary Needs

13. The vast majority of refugees currently settled in designated sites are originally from rural areas where subsistence farming is the main economic activity. Having left home with few or no assets, they are dependent on the host country and the international community for their basic food needs.
14. This PRRO will address the food needs of refugees who have entered the country since 1999, as well as vulnerable groups (widows, the elderly, handicapped people and the chronically ill) within the self-reliant refugee caseload who are not able to meet their food needs. In addition, malnourished children, pregnant and lactating women and the chronically ill identified by health centres will receive blended food (high-energy protein supplement [HEPS]) and vegetable oil as part of a supplementary feeding programme to improve their nutritional status. Since the nutritional status of refugees varies among camps and changes with time, the number of beneficiaries in the supplementary feeding programme is also subject to fluctuation. WFP will continue to support income-generating activities through refugee women’s clubs, food committees, women’s involvement in the management of hammer mills and the reutilization of empty food containers. WFP will also participate in the UNHCR/NGO training programme for women leaders.
15. Special attention will also be given to those Angolan refugees hoping to repatriate during the course of the next two years. Under the organized repatriation, the provisional needs for refugees in transit will be supported with food aid, high-energy biscuits (HEBs) during transportation and the normal food basket for wet meal preparation at the transit centres. A two-month food reintegration package will also be delivered to Angola for distribution at the reception centre inside Angola before refugees/returnees depart for their final destinations.
16. As recommended by the JFAM, some 5,000 refugees from Meheba and Mayukwayukwa settlements who have been cultivating the land allocated to them since the 2000/2001 planting season will be phased out of food assistance after the harvest in June 2003. Refugees who have been cultivating since 2001/2002 will be phased out in 2004 and 2005, if they are not repatriated to Angola.



**TABLE 1: CURRENT REFUGEE POPULATIONS IN DESIGNATED REFUGEE SITES AND PROJECTIONS FOR ASSISTANCE IN 2004–2005**

Settlement/ camp	Current population of refugees	Attained self- sufficiency	Currently assisted under PRRO 10071.0	Projection for new arrivals (2003)	Projection for repatriation/ phasing-out (2003)	Projection for assistance (2004)	Projection for new arrivals (2004)	Projection for repatriation/ phasing-out (2004)	Projection for assistance 2005
Meheba	49 100	25 200	23 900	0	8 000	15 900	0	10 000	5 900
Mayukwayukwa	22 100	2 900	19 200	0	6 000	13 200	0	8 000	5 200
Nangweshi	26 600	0	26 600	1 200	0	27 800	0	10 000	17 800
Mwange	24 650	0	24 650	1 000	0	25 650	0	0	25 650
Kala	19 900	0	19 900	3 000	0	22 900	1 200	0	24 100
Ukwimi	2 500	0	2 500	0	200	2 300	0	2 300	<b>0</b>
<b>Total</b>	<b>144 850</b>	<b>28 100</b>	<b>116 750</b>	<b>5 200</b>	<b>14 200</b>	<b>107 750</b>	<b>1 200</b>	<b>30 300</b>	<b>78 650</b>



17. The purpose of food aid is to meet the refugees' basic food requirements. Providing food assistance during the transit phase of the repatriation exercise and during departure for their final destination enables refugees to be repatriated with dignity and supports them in reintegration into communities.

### Intervention Approaches

18. Through free food distribution, WFP interventions will address emergency needs, support those refugees who have been allocated land with sufficient food until they achieve self-reliance, and maintain a safety net for vulnerable groups and for refugees without land, who require support until the refugee committees take over responsibility. The country office (two programme staff based in Lusaka and food aid monitors in four field offices) will constantly monitor the internal refugee situation and undertake joint UNHCR/WFP food needs assessment missions at key periods, especially after the harvest season.

### Risk Assessment

19. The major factors that may influence the progress of this PRRO are the possible changes in repatriation plans and/or a large influx of new refugees and security problems due to the increasing numbers of ex-combatants. Because of this concern, UNHCR, WFP and the United Nations Children's Fund (UNICEF), as well as NGOs, are continuously updating the contingency plan that considers the possibility of a sudden massive influx of refugees from DRC. If such an event occurs, WFP operations will be revised to accommodate the new arrivals.

### Objectives and Goals

20. The overall objective of this PRRO is to contribute to protecting the lives and health of refugees by providing the basic food needs that meet their daily nutritional requirements until they attain self-sufficiency or are repatriated and settled in their countries of origin.
21. The objectives of the operation are to:
- maintain the lives and nutritional status of dependent refugee populations already residing in six refugee camps and settlements, as well as of new arrivals;
  - improve the nutritional status of malnourished children under 5 and provide for the nutritional needs of pregnant and lactating women and chronically ill persons identified by health centres, through supplementary feeding programmes;
  - facilitate the return of Angolan refugees in line with the organized voluntary repatriation programme by providing food assistance for meals at transit centres and a two-month food reintegration package.
22. In addition to managing food distribution under this PRRO, WFP will increase the efforts to issue family ration cards in the names of female household members whenever this is applicable and to the women's advantage. Implementation of this initiative will be closely monitored to ensure an increased role for women in receiving and managing family food stocks.
23. This PRRO will promote women's participation in the management and distribution of food aid, and will also provide various training programmes geared towards enhancing overall well-being. At present, 50 percent of representatives on the Elders Development Committees in the settlements/camps are women, as are more than 60 percent of refugees involved in food management and distribution. Furthermore, this PRRO will be one of five pilot operations worldwide aimed at assuming responsibility (from UNHCR)





regarding the management of food distribution at final distribution points (FDPs). WFP will ensure that food committees are comprised of at least 70 percent women, and women will be encouraged to occupy key “executive positions” in food management.

## IMPLEMENTATION PLAN

### Key Programme Components

24. Under this PRRO, WFP will provide food assistance in the form of general food distribution and supplementary feeding, as shown in Table 2.

**TABLE 2: BENEFICIARY NUMBERS BY LOCATION AND ACTIVITY, 2004–2005**

Location	General food distribution (2004)	General food distribution (2005)	Supplementary feeding (2004)	Supplementary feeding (2005)
Meheba	15 900	5 900	800	700
Mayukwayukwa	13 200	5 200	900	800
Nangweshi	27 800	17 800	1 300	1 300
Mwange	25 650	25 650	1 100	1 300
Kala	22 900	24 100	1 300	1 500
Ukwimi	2 300	0	200	0
<b>Total</b>	<b>107 750</b>	<b>78 650</b>	<b>5 600</b>	<b>5 600</b>

25. The exit strategy will take into account the evolution of the refugee situation towards self-sufficiency through land allocation/cultivation or repatriation to country of origin, as shown in Table 3.

**TABLE 3: CAMP/SETTLEMENT PROFILES**

Settlement/camp	Date of establishment	Current population	Country of origin	Food security situation/land allocation	Repatriation/phase-out (2003–2005)
Meheba	1971	49 100	Angola (86%) Rwanda (7%) DRC (6%)	Each family allocated 2.5 ha	18 000
Mayukwayukwa	1966	22 100	Angola	Each family allocated 2.5 ha	14 000
Nangweashi	Jan. 2000	26 600	Angola	No land for cultivation	10 000
Mwange	March 1999	24 650	DRC	No land for cultivation	0
Kala	Aug. 2000	19 900	DRC	No land for cultivation	0
Ukwimi	Dec. 2000	2 500	Angola (95%) Rwanda/ Burundi (5%)	Each family allocated 2.5 ha	2 500
<b>Total</b>		<b>144 850</b>			<b>44 500</b>



26. In all camps/settlements, WFP has reached an agreement with NGOs and refugee committees to allocate 65 percent of empty food bags and tins to the women's clubs for re-use in income-generating activities. The balance of empty food containers will be distributed to new arrivals and extremely poor households (25 percent) or used for reconstitution (10 percent).

### Beneficiaries Needs and the Food Basket

27. Under general distribution, the WFP-supplied food basket will comprise: (i) maize, pulses, fortified vegetable oil and iodized salt for 108,000 beneficiaries in 2004, and 79,000 in 2005; and (ii) fortified blended food and vegetable oil for 5,600 malnourished children under 5, pregnant and lactating women and chronically ill persons identified through health centres. UNHCR has provisions for additional food commodities if therapeutic feeding is deemed necessary by NGOs responsible for health services. HEBs will be provided to returning refugees while in transit to Angola.
28. Food will be distributed in accordance with the ration scales shown in Table 4.

**TABLE 4: FOOD RATIONS—COMPOSITION AND SIZE BY CATEGORY  
(g/person/day)**

Activity	Commodity					Nutritional Value				
	Maize	Pulses	Oil	Salt	HEPS	Kcal	Protein		Fat	
							(g)	(En%)	(g)	(En%)
General food distribution	450	120	20	10		2 154	69	12.8	39.4	16.5
Supplementary feeding			20		180	861	32.4	15.1	30.8	32.2

29. The food basket of the daily per capita ration will provide an energy value of approximately 2,154 kcal/person/day. The food ration is similar to that provided to Congolese and Angolan refugees in other countries and reflects cultural and dietary preferences. As the diet may not contain sufficient micronutrients, initiatives have been taken to ensure that all donations and procurements of vegetable oil are fortified with vitamins A and D and that salt is iodized. A pilot project (on-site fortification of maize), funded by the Canadian International Development Agency (CIDA) under Micronutrient Initiative/Canada, will be commissioned in July 2003 at the Nangweshi camp to increase the micronutrient levels of WFP food rations. If successful, it will be replicated in the other camps and other WFP operations. In all camps, refugees are encouraged and supported by UNHCR/WFP and implementing partners to engage in food production on land allocated to them or, where land is not readily available, to form community and women's groups to engage in gardening and poultry raising activities in order to compensate for micronutrients not provided in the food basket. This aims to reduce the prevalence of anaemia, especially in women and children, as a result of iron deficiency.



30. The total food requirements (for 108,000 beneficiaries in 2004 and 79,000 in 2005) for 24 months (730 days) from 1 January 2004, based on the above ration scales, are shown in Table 5.

<b>Commodity</b>	<b>Requirement 2004</b>	<b>Requirement 2005</b>	<b>Total</b>
Maize grain	17 739	12 976	<b>30 715</b>
Pulses	4 731	3 460	<b>8 191</b>
Fortified vegetable oil	829	618	<b>1 447</b>
Iodized salt	394	288	<b>682</b>
Blended food (HEPS)	368	368	<b>736</b>
HEB	20	0	<b>20</b>
<b>Total</b>	<b>24 081</b>	<b>17 710</b>	<b>41 791</b>

### **Phasing-out of Activities**

31. The phasing-out of WFP food assistance is corollary to the timely allocation of land by the host government, the success of the agricultural season (harvest), the provision of inputs by UNHCR/NGOs and the general physical conditions of refugees. The objective of the agricultural programme is to ensure refugees' food self-sufficiency. The only groups not receiving a timely allocation of sufficient land have been the Angolan refugees in the Nangweshi camp and refugees from DRC in the Mwange and Kala camps, where the issue of land allocation for cultivation is now being partially addressed. Excluding vulnerable groups and supplementary feeding beneficiaries, refugees who have been allocated land will be phased out of food aid after two harvests. Refugees to whom land is not allocated will continue to be dependent on WFP food assistance until they are repatriated to their countries of origin or until land allocation is granted, unless another durable solution is reached.

### **Institutional Arrangements and Selection of Partners**

32. WFP will assume responsibility for the final food distribution as of 1 January 2004 on a pilot basis, as stipulated in the Memorandum of Understanding (MOU) between WFP and UNHCR (July 2002). Additional costs for food distribution (transportation of food from extended delivery points [EDPs] to FDPs, and distribution costs), which were formerly under the UNHCR budget, will be included under this PRRO. Existing assets used for food distribution in camps, such as distribution centres, trucks and scales, will be used wherever possible, in agreement with UNHCR and implementing partners, to reduce the cost.
33. The locations and specific responsibilities of implementing partners are outlined in Table 6.



**TABLE 6: OVERVIEW OF PARTNERS AND THEIR RESPECTIVE ACTIVITIES, BY LOCATION**

Settlement/camp	Implementing partner	Specific activities
Meheba	Lutheran World Federation (LWF) <i>Médecins sans Frontières</i> , France (MSF)	➤ Management of the settlement
		➤ Food distribution
		➤ Management of milling facilities
		➤ Health services
Mayukwayukwa and Ukwimi	LWF Africa Humanitarian Action (AHA)	➤ Management of the settlement and camp
		➤ Food distribution
		➤ Management of EDPs and milling facilities
		➤ Health services
Nangweshi	CARE AHA	➤ Management of the camp
		➤ Management of the EDP and milling facilities
		➤ Health services
Mwange	Zambia Red Cross Society (ZRCS) International Federation of the Red Cross (IFRC) the local NGO	➤ Food distribution
		➤ Health services
		➤ Management of milling facilities
Kala	World Vision (WVI)	➤ Management of the camp
		➤ Management of EDP and milling facilities
		➤ Food distribution
	Aktion Afrika Hilfe (AAH)	➤ Health services
		➤ Health services
All settlements/ camps	COR	➤ Coordination of refugee programmes in the country
		➤ Security
		➤ Movement/location of refugees

34. Project operations agreements will be signed with LWF, WVI, ZRCS/IFRC and CARE for the management of food commodities and warehouses at EDPs, and for food distribution in the two settlements (Meheba and Mayukwayukwa) and three camps (Ukwimi, Kala and Nangweshi). The EDPs at Mwange camp and Meheba settlement are managed by WFP, and WFP will deliver the food commodities to the FDPs. Implementing partners will distribute food rations to beneficiaries at the distribution centres using ration cards for each household. WFP will encourage implementing NGOs to recruit more women for food management and distribution and will ensure that food committees consist of at least 70 percent women in all camps/settlements.



35. Food is distributed directly to the head of each beneficiary family, male or female, as applicable, and the names of both the head of household and the spouse appear on the registration papers as co-recipients for the family's food entitlements. Far more women and children than men collect family food rations at distribution points. The food basket is well accepted by women, although there is a desire to use a local variety of beans that has a shorter cooking time. UNHCR, in cooperation with the Government of Zambia and the Food and Agriculture Organization of the United Nations (FAO), is promoting the cultivation of beans by the refugee population and local communities. The NGOs generally employ women scoopers/distributors, except in instances where the work requires male labourers, such as in the case of maize.

### Capacity-Building

36. To accelerate self-reliance among refugees, WFP has supported the establishment of income-generating projects to supplement farm production. These projects include support to women's clubs and youth associations for activities such as grinding mills, high-value crop production, sewing, baking and the establishment of small shops. In addition, UNHCR has helped to create a microcredit facility, which is designed to mitigate the perennial problem of credit access during critical periods. WFP grinding mills in the camps also enhance income-generation and contribute to employment creation, especially for women. Empty food containers are given to women's clubs to generate additional seed capital for their activities.
37. Through the country programme, WFP supports the Government's Disaster Management and Mitigation Unit and jointly participates in early warning, food security preparedness and assessments. WFP also participates in UNHCR training programmes on emergency preparedness and gender-based violence (GBV) for NGO and government staff. Training for storekeepers and food distributors in warehouse maintenance, food management/distribution and reporting will be provided by WFP under this PRRO.
38. UNHCR, WFP and NGOs have initiated small-scale development and training projects in refugee settlements and camps. These activities aim to improve food security, mitigate deforestation and generate income for women and youth groups, as well as motivating individuals and providing training in health, water and sanitation. Special attention will be given to HIV/AIDS-awareness training by WFP for staff, implementing partners and truck drivers delivering WFP food. UNHCR and implementing partners, including the Young Men's Christian Association, will facilitate additional training programmes that target the refugee population and that use WFP food to support training activities and encourage attendance. In order to intensify the education campaign on HIV/AIDS, sexually transmitted diseases, GBV and family planning, reproductive health activities supported by the United Nations Population Fund (UNFPA) will take place at distribution centres during monthly food distributions. Non-food inputs for the implementation of these activities have been budgeted for under the PRRO.
39. Training courses for women's club leaders are undertaken in all camps with the objective of enhancing participants' skills in areas related to leadership, budgeting, accounting, human rights and gender issues. Attendance at these courses has been encouraging. With the support of WFP, UNHCR and implementing NGOs, a number of similar training courses is planned for 2004 and 2005. WFP participation in the refugee training programmes has also been budgeted for under this PRRO.



## Logistics Arrangements

40. Subject to the availability of maize at competitive prices on the market and the availability of cash resources for WFP, maize will be procured locally or regionally. Beans, iodized salt and blended food (HEPS) will be procured through regional purchase arrangements, while fortified vegetable oil will be imported. WFP will transport food commodities by truck to the six EDPs at Meheba, Mayukwayukwa, Nangweshi, Ukwimi, Kala and Mwange. WFP will also make transportation arrangements to move food from EDPs to FDPs and will distribute food to targeted beneficiaries through implementing partners, as was formerly the responsibility of UNHCR. Additional structures for the commodity tracking system (CTS) will be put in place at all camps to ensure that commodities are tracked right up to FDPs. Warehousing facilities at the EDPs have improved with the installation of five moveable stores under the previous PRRO (10071.0)
41. To ensure the uninterrupted distribution of food commodities at the camps/settlements, WFP will deliver and store at the EDP food stocks sufficient for at least two months, subject to the availability of resources. In the Nangweshi and Mwange camps, which are not accessible by trucks during the rainy season, the current practice of pre-positioning two to three months' food will be maintained.
42. The Government of Zambia has appealed to WFP to extend the supply of food aid assistance to refugees, including the corresponding landside transport, storage and handling (LTSH) subsidy. WFP will meet the total LTSH costs, which are estimated at US\$176 per ton; they will be reviewed and revised yearly.
43. In mid-2003, a two-year organized voluntary repatriation of Angolan refugees will begin. WFP will assist in the planning of this exercise and, in particular, will provide food assistance during transit to reception centres in Angola and a two-month reintegration food package for refugees going to their final destinations. This initiative is to support refugees' transition, resettlement and reintegration in Angola until they are able to find additional resources and/or become self-sufficient.

## Non-Food Inputs

44. Under PRRO 10071.0, additional income-generating activities were initiated to help empower women. To date, WFP has provided nine hammer mills for women's clubs. These facilitate the grinding of maize grain for refugees and generate income for the clubs. Plans are under way to hand over 11 hammer mills to women's clubs in Mwange and Kala by July 2003. Nevertheless, some refugees, particularly new arrivals and vulnerable groups, still require assistance in milling the maize grain supplied by WFP and in strengthening the financial base of women's clubs by generating income. In order to maintain the continuity of this service, implementing partners responsible for milling in the camps will ensure that these assets are passed on from repatriating groups to those remaining in the camps. The provision of three hammer mills with operational costs is budgeted for under this PRRO, as is the cost for constructing three shelters for the hammer mills.
45. To ensure that proper food rations are distributed to beneficiaries, WFP provides platform scales and wooden pallets for the six agreed EDPs, as well as standardized materials (scoops).
46. In order to carry out final food distribution, the current transportation facilities in the camps need to be supplemented. Two 4x4, 7- to 10-ton trucks are required at Nangweshi camp, as well as five light vehicles and six motorbikes for the implementing partners responsible for food management and distribution in the camps. Should all Angolan



refugees be repatriated, the trucks/vehicles could be used in other camps where no repatriation plans were foreseen. Vehicle costs are included in the budget of this PRRO.

## Monitoring and Evaluation

47. WFP will monitor EDP management and food distribution through the four field offices in Mongu, Mporokoso, Kawambwa and Solwezi. The field offices in Mporokoso and Solwezi will manage the EDPs and monitor distributions at Mwange and Meheba, respectively, while the field office in Kawambwa will monitor the Kala camp. The field office in Mongu currently monitors Mayukwayukwa settlement and Nangweshi camp in Western Province; however, because special attention is needed to handle the repatriation exercise and manage food distribution, a fifth sub-office will be established in Kaoma (Western Province) to manage Mayukwayukwa independently. Funding for the five field offices is budgeted under this PRRO. A refugee projects coordinator and a Junior Professional Officer, based in Lusaka, will act as liaisons with UNHCR, the Government and implementing partners, and will manage activities at the field offices. A finance/administrative clerk will support the country office with internal transport, storage and handling (ITSH) payments, staff issues and field office management. Field offices will be strengthened to ensure their effective monitoring of food distribution.
48. WFP sub-offices and implementing partners (LWF, ZRCS/IFRC, WVI, HODI and CARE) will submit weekly, monthly, quarterly and annual reports to WFP, UNHCR and the Government based on the agreed performance indicators for monitoring stocks and distribution. They will also provide updates on nutrition and agriculture, food committees and women's income-generating groups. The information collected will form the basis for monthly Food Aid Situation Reports and the commodity movement, processing and analysis system (COMPAS).
49. Based on the nutrition surveys and agriculture/food security assessments carried out by collaborating NGOs in the planting, mid-season and post-harvest periods, and on UNHCR/WFP JFAMs, decisions will be made regarding the phasing-out of refugees who have achieved food self-sufficiency. UNHCR/COR/WFP will also visit refugee settlements and reception centres periodically to review progress in project implementation.
50. Output indicators will be collected regarding the quantities and types of food commodities distributed and the numbers of beneficiaries by sex and age. A post-distribution monitoring tool will assess the progression from outputs to outcomes by measuring access to and utilization of food aid at the household level. Periodic nutrition surveys will be undertaken to determine the nutritional status of refugees in each camp and any actions needed to enhance the well-being of different groups.
51. The logical framework (Annex IV) provides an overview of the goals, objectives and outputs with accompanying indicators.

## Security Measures

52. Meheba and Mayukwayukwa refugee settlements and Ukwimi, Kala and Mwange camps are located at a reasonable distance from the Angola–DRC border. However, a limited number of security incidents have occurred close to the Nangweshi camp and in the nearby border areas, where some reception/transit centres are established—Sinjembela in Western Province and Chienge in Luapula Province. These incidents resulted in the United Nations designated official for Zambia restricting the movement of United Nations staff in certain areas. WFP continues to take the security of international and national staff very seriously, and all field staff (WFP/UNHCR) have received security awareness training. In addition, all four field offices are connected by radio, telephone, e-mail and fax.



## Exit Strategy

53. The Government has allocated large areas of fertile land to refugees in Meheba, Mayukwayukwa and Ukwimi settlements. At Meheba settlement, more than 72,000 ha has been identified for land allocation. Each family is allocated 2.5 ha of land on which to settle and cultivate mainly maize, cassava, sweet potatoes, rice and seasonal vegetables. WFP provides assistance for the first two agricultural seasons, in order to allow refugees to settle and develop family plots. After this period, most refugees should have attained some degree of self-sufficiency in producing their own food, at which point they are phased out of WFP assistance. Some 28,100 refugees in Meheba and Mayukwayukwa (20 percent of the total population in designated sites) have been phased out of WFP food assistance after attaining a modest level of self-sufficiency in food production since 1999, and the JFAM has recommended that an additional 5,000 be phased out after the June 2003 harvest.
54. The Mwangi, Nangweshi and Kala camps lack sufficient land for allocation to refugees, whose dependence on WFP food assistance will therefore continue for a considerable time. Once sufficient land for cultivation has been allocated, the provision of agricultural inputs from UNHCR/NGOs should enable refugees in the camps to enhance food availability/security at the household level and the phasing-out strategy would be considered after two successful harvests.

## Contingency Mechanism

55. The long absence of relief agencies, the poor condition of the social and economic establishment and infrastructure, the presence of countless landmines, and inhospitable terrain have been significant obstacles to the repatriation of Angolan refugees. This situation has been further complicated by the internal challenges and priorities in Angola associated with the demobilization of UNITA soldiers, disarmament, the extension of territorial administration and the management and resettlement of more than 4 million IDPs. Nevertheless, after more than 20,000 Angolan refugees spontaneously repatriated from Zambia between February 2002 and February 2003, the joint UNHCR/WFP Contingency Plan was activated and will organize the return of approximately 60,000 Angolan refugees, mainly those who entered Zambia between 1999 and 2000, under an organized repatriation beginning in June 2003 and continuing for 24 months. Under this operation, WFP will provide food for refugees in transit and a food reintegration package for those returning to their areas of origin, particularly in Moxico Province.
56. Many refugees from the Angolan caseload who found asylum in Zambia 10 to 20 years ago, along with UNITA supporters and former combatants, are likely to remain in Zambia until conditions for peace are favourable and minimum standards of social services and infrastructure have been re-established/reconstructed. Furthermore, it is expected that refugees from the Great Lakes Region and DRC will remain in Zambia for the foreseeable future, and no organized repatriation is anticipated for this year. Should the situation in DRC or Angola suddenly deteriorate, there would be an increased influx of refugees into Zambia. A contingency plan is also in place in case a political or exacerbated economic collapse in Zimbabwe results in an influx of refugees. In such cases, WFP could use the buffer stocks in settlements/camps, borrowing from ongoing development projects and/or emergency operation (EMOP) and the Government Food Reserve Agency for an immediate response until the situation is addressed through a budget revision of this PRRO. Given that most food basket commodities are available locally or regionally, time frames between call-forwards, purchases and arrivals can be reduced to a minimum in order for WFP to act as quickly as the situation requires.





## Advocacy

57. The country office will actively promote donor support through periodical briefings providing regular updates on the progress of the operation and on funding shortfalls. Donor visits to the refugee camps and settlements will also be organized.

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## RECOMMENDATION OF THE EXECUTIVE DIRECTOR

58. This PRRO is recommended for approval by the Executive Board within the budget provided in Annexes I and II. Direct operational costs amount to US\$19,380,388 for a total WFP cost of US\$22,754,608. An estimated total of 41,791 tons of maize, pulses, oil, salt and blended foods will be required for the period January 2004 to December 2005.



## ANNEX I

## PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost per ton	Value (dollars)
<b>WFP COSTS</b>			
<b>A. Direct operational costs</b>			
Commodity <sup>1</sup>			
– Maize	30 715	149	4 562 229
– Pulses	8 191	433	3 548 423
– Vegetable oil	1 447	924	1 337 144
– Iodized salt	682	45	30 690
– HEPS	736	330	242 880
– HPBs	20	900	18 000
<b>Total commodities</b>	<b>41 791</b>	<b>233</b>	<b>9 739 366</b>
External transport		32	<b>1 323 516</b>
Landside transport		54	2 267 162
<b>Subtotal for ITSH</b>		<b>122</b>	<b>5 079 345</b>
<b>Total LTSH</b>		<b>176</b>	<b>7 346 507</b>
<b>Other direct operational costs</b>		<b>23</b>	<b>971 000</b>
<b>Total direct operational costs</b>		<b>464</b>	<b>19 380 388</b>
<b>B. Direct support costs (see Annex II for details)</b>			
<b>Total direct support costs</b>			<b>1 885 600</b>
<b>TOTAL WFP COSTS</b>		<b>544</b>	<b>22 754 608</b>

<sup>1</sup> This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



**ANNEX II****DIRECT SUPPORT REQUIREMENTS (dollars)****Staff**

International professional staff	1 022 600
National general service staff	408 000
Temporary assistance	24 000
Overtime	6 000
Staff duty travel	80 000
Staff training and development	16 000

**Subtotal** **1 556 600**

**Office expenses and other recurrent costs**

Rental of facility	12 000
Utilities (general)	20 000
Office supplies	24 000
Communication and IT services	40 000
Insurance	20 000
Equipment repair and maintenance	10 000
Vehicle maintenance and running cost	70 000
Other office expenses	20 000

**United Nations Organizations Services** 20 000

**Subtotal** **236 000**

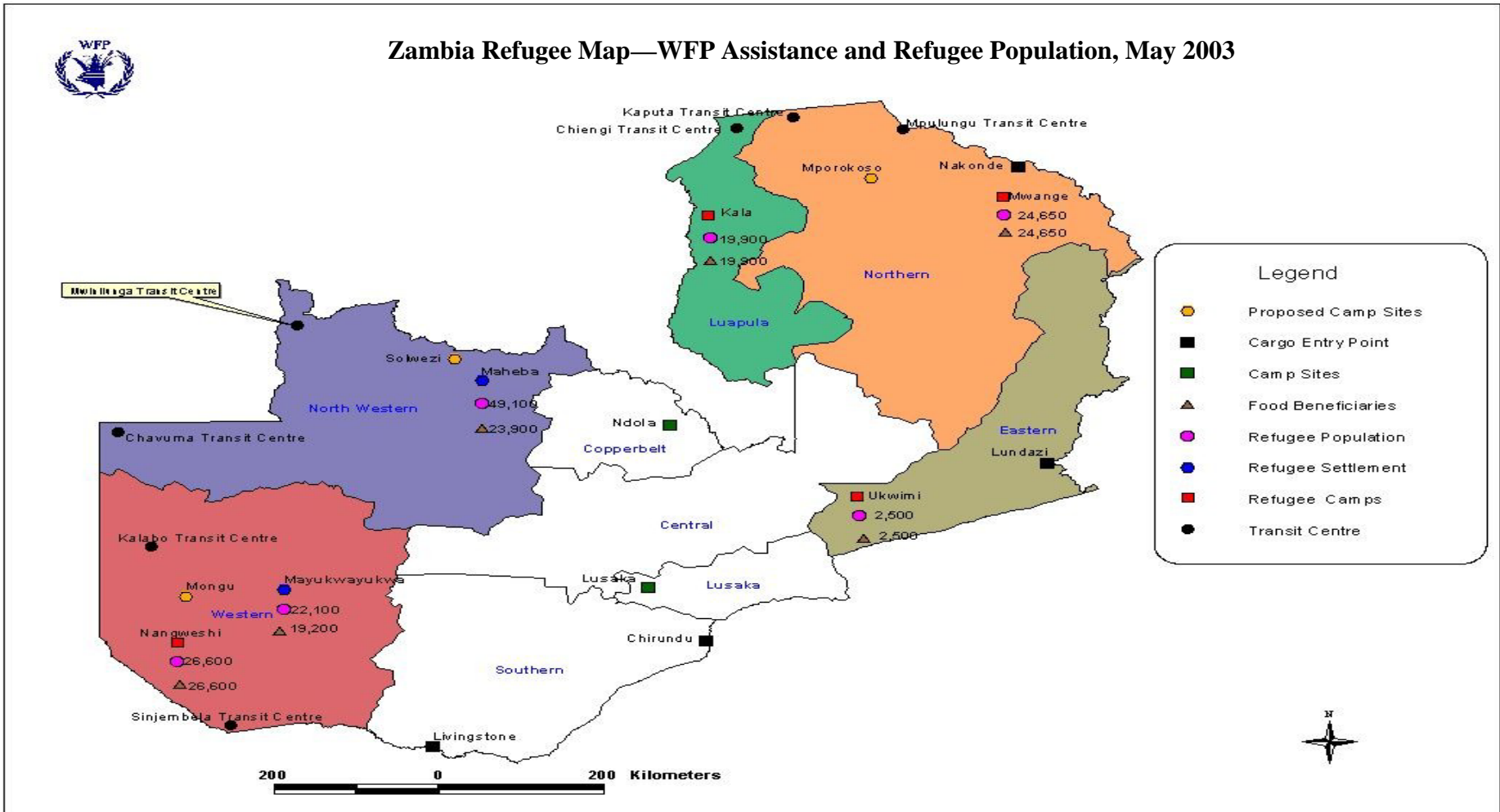
**Equipment and other fixed costs**

Furniture tools and equipment	15 000
Vehicles	60 000
TC/IT equipment	18 000

**Subtotal** **93 000**

**TOTAL DIRECT SUPPORT COSTS** **1 885 600**





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.

**LOGICAL FRAMEWORK SUMMARY—PRRO ZAMBIA 10071.1**



	Performance indicators	Assumptions
<p><b>Goal</b></p> <p>Contribute to the enhancement and preservation of health and nutritional status of refugees until they attain self-sufficiency or are repatriated to their countries of origin</p>	<p>Crude and under-5 mortality rates</p> <p>Successful resettlement of repatriates in their countries of origin</p>	<p>Climatic factors are favourable and allow adequate local food production</p> <p>There are no major disease outbreaks</p> <p>Government allocates land to refugees for cultivating their own food</p> <p>Refugee population in the country remains stable (no major influx)</p> <p>Voluntary repatriation exercise commences as planned</p> <p>Situation in the country of origin (Angola) encourages repatriation</p>
<p><b>Purpose</b></p> <p>Maintain lives and nutritional status of dependent refugee populations residing in six refugee camps and settlements, and of new arrivals</p> <p>Improve nutritional status of malnourished children under 5, and provide for the nutritional needs of pregnant and lactating women and the chronically ill identified by health centres, through supplementary feeding programme</p> <p>Facilitate the return of Angolan refugees in line with the organized voluntary repatriation programme</p>	<p>Size and composition of household food baskets</p> <p>Keep prevalence of low birth weight (&lt; 2.5kg) &lt; 15%, severe/moderately underweight under-5s &lt; 10–20%</p> <p>Nutritional status (weight-for-height &lt; -2z scores kept below 2% global rate)</p> <p>Actual repatriation against plan</p>	<p>Food will be eaten, not sold or exchanged for other commodities in significant amounts</p> <p>No significant redistribution of general or supplementary ration will take place</p> <p>Non-dietary causes of malnutrition are dealt with by interventions from other United Nations agencies and governments</p>
<p><b>Outputs</b></p> <p>107,750 and 78,650 beneficiaries supported through general food distributions in 2004 and 2005, respectively</p> <p>5,600 malnourished children, pregnant/lactating women, chronically ill benefited from supplementary feeding programme</p> <p>70 percent of food management and distribution committees are women</p> <p>60,000 Angolan refugees supported through food assistance during voluntary repatriation exercise</p>	<p>Quantity, type and nutritional value of food delivered</p> <p>Number of beneficiaries by category, gender and age group</p> <p>Timeliness of food delivery</p> <p>Proportion of women on food management and distribution committees</p> <p>Number of refugees repatriated to Angola</p>	<p>Government, UNHCR, implementing partners follow agreed target criteria</p> <p>Infrastructure and facilities are in place to allow timely access and delivery of food at FDPs</p> <p>There are no pipeline breaks</p> <p>Sub-offices and implementing partners submit weekly/monthly/quarterly/annual reports on time</p> <p>Agriculture/food security/nutrition surveys and assessments are conducted by the appropriate parties (UNHCR, WFP and/or implementing partners)</p>

## ACRONYMS USED IN THE DOCUMENT

AAH	Aktion Afrika Hilfe
AHA	Africa Humanitarian Action
CIDA	Canadian International Development Agency
COMPAS	commodity movement processing and analysis system
COR	Commissioner for Refugees
CTS	commodity tracking system
DRC	Democratic Republic of the Congo
EDP	extended delivery point
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FDP	final distribution point
GBV	gender-based violence
HEB	high-energy biscuit
HEPS	high-energy protein supplement
HODI	A local NGO
IDP	internally displaced person
IFRC	International Federation of the Red Cross
ITSH	internal transport storage and handling
JFAM	joint food assessment mission
LTSH	landside transport storage and handling
LWF	Lutheran World Federation
MSF	<i>Médecins sans Frontières</i>
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
UNV	United Nations Volunteer
WVI	World Vision International
ZRCS	Zambia Red Cross Society

