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PROTRACTED RELIEF AND RECOVERY OPERATION— ZAMBIA 10071.0

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

Number of beneficiaries	117,000
Male	59,423
Female	57,577
Duration of project	Two years (1 January 2002–31 December 2003)
Cost (United States dollars)	
Total cost to WFP	24,996,831
Total food cost	12,569,159

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

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

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Executive Summary

Zambia is classified as a least developed country (LDC). With a per capita gross domestic product (GDP) of US\$300, it is one of the world's poorest countries. Poverty and food insecurity remain widespread in rural areas, but in recent years there has been a rise in both in urban areas. The country is also vulnerable to recurring natural disasters such as floods and drought, and to animal disease epidemics. In addition, the presence of large numbers of refugees (currently estimated at 260,000) continues to put pressure on already overstretched natural, social and economic resources.

The Government of the Republic of Zambia has maintained an open-door policy, consistently granting asylum to populations seeking refuge, despite the economic and security implications. Since the 1970s, it has allocated vast areas of fertile land to refugees in Meheba and Mayukwayukwa settlements.

This two-year protracted relief and recovery operation (PRRO) will provide relief and recovery assistance to 117,000 refugees, mainly those from Angola and the Democratic Republic of Congo (DRC) based in six refugee settlements/camps in the northern and western parts of the country, who have benefited from the emergency and recovery assistance programmes of WFP and UNHCR. In light of the volatile and highly insecure situation in Angola and DRC, it is likely that the refugees will remain in Zambia for some time. Approximately 74 percent of the resources under this PRRO will be targeted to women and children. WFP has ensured the active participation of female refugees in the management and distribution of food, as well as seeing to it that they benefit from the income-generating activities and capacity-building training courses taking place in settlements and camps.

This PRRO will complement and is closely coordinated with UNHCR programmes, the United Nations Development Assistance Framework (UNDAF) and the WFP Country Programme (CP).

Draft Decision

The Board approves PRRO Zambia 10071.0—Food Assistance for Refugees from Angola and the Democratic Republic of Congo (WFP/EB.3/2001/9-B/2).



CONTEXT AND RATIONALE

Context of the Crisis

1. Zambia shares borders with eight countries: Angola, Botswana, Democratic Republic of Congo (DRC), Malawi, Mozambique, Namibia, Tanzania and Zimbabwe. Because of its geographical location, the country has had to provide asylum to a significant number of refugees. Most of the WFP food assistance has been provided through a combination of relief and development activities.
2. It is significant that Zambia has served both as a country of asylum and a country on the forefront of regional peace initiatives. Most notable, a landmark agreement between the Angolan Government and the Union for the Total Independence of Angola (UNITA) was signed in Lusaka in November 1994, paving the way for a Government of Unity and National Reconciliation. More recently (September 1999), a key agreement between the Government of DRC and rebels was also signed in Lusaka. Despite these important diplomatic initiatives, conflict continues to rage in both Angola and DRC, and as a result the refugee influx into Zambia continues.
3. Zambia currently provides asylum to approximately 260,000 refugees, mainly from Angola, Burundi, DRC and Rwanda. The refugees from Angola are found in two settlements: Meheba in the Northwestern Province and Mayukwayukwa in the Western Province, as well as newly established refugee camps in Nangweshi (Western Province) and Ukwimi in Eastern Province. Refugees from the DRC are accommodated in Mwangwe camp in the Northern Province and Kala refugee camp in Luapula Province. New arrivals are temporarily settled in transit/reception centres near the main entry points. In the transit centres, refugees are screened and registered before being relocated to permanent settlements/camps. At present, there are eight transit centres in the four provinces bordering Angola and DRC (see map in Annex IV).
4. This PRRO is a continuation of the WFP assistance to refugees in Zambia currently supported under PRRO 10051.0 and emergency operation (EMOP) 10047.0. A December 2000 UNHCR/WFP joint food assessment mission (JFAM) to Zambia estimated that the country hosted approximately 260,000 refugees, of whom 116,000 were in designated refugee sites. At the time of the JFAM, WFP was assisting 84,000 of those refugees, while the remaining 32,000 had achieved self-sufficiency and did not require further assistance. However, the influx from both Angola and DRC has since increased, and the current caseload of refugees receiving WFP food assistance is now estimated at 91,500. The 144,000 refugees that are not located in the designated sites have been spontaneously settled and do not require food assistance. PRRO 10051.0 and EMOP 10047.0 are scheduled to terminate at the end of December 2001. Based on estimates by UNHCR and the Government, the number of refugees requiring food assistance is expected to reach 117,000 by the end of the year.



TABLE 1: CURRENT REFUGEE POPULATIONS IN DESIGNATED REFUGEE SITES

Settlement/camp	Current population of refugees	Attained self-sufficiency	Need food assistance
Meheba	53 200	28 600	24 600
Mayukwayukwa	18 800	3 400	15 400
Nangweshi	12 800	0	12 800
Mwange	22 200	0	22 200
Kala	15 500	0	15 500
Ukwimi	1 000	0	1 000
Total	123 500	32 000	91 500

TABLE 2: PROJECTION FOR ASSISTANCE IN 2002

Settlement/camp	Assisted by EMOP 10047.0	Assisted by PRRO 10051.0	Projection for new arrivals (June–December 2001)	Total PRRO 10071.0
Meheba	16 000	8 600	6 900	31 500
Mayukwayukwa	13 000	2 400	4 600	20 000
Nangweshi	00	12 800	3 500	16 300
Mwange	00	22 200	2 800	25 000
Kala	15 500	00	7 500	23 000
Ukwimi	1 000	00	200	1 200
Total	45 500	46 000	25 500	117 000

5. The projection of 117,000 refugees for food assistance under this PRRO is based on the current refugee food beneficiaries under EMOP 10047.0 and PRRO 10051.0 (91,500) and the UNHCR prediction that the refugee population in designated sites will reach 150,000 by the end of 2001. This estimate is based on the current daily influx and the 9,000 Congolese that have spontaneously settled in the border villages and are likely to move into refugee camps seeking assistance, mainly food.

Situation Analysis

6. In spite of various peace initiatives, fighting has renewed in both Angola and the DRC. As a result, the situation remains highly unstable from both a political and a military perspective. Under the current conditions, it is highly unlikely that the refugees in Zambia will choose to repatriate to either Angola or DRC. A more likely scenario is that the refugees will remain in Zambia until they see visible signs that the various peace initiatives are holding. As long as the refugees maintain a “wait-and-see” attitude, and until land is made available and allocated, WFP food assistance will continue to be necessary, allowing a transition between relief and recovery activities.
7. Efforts made by UNHCR (with WFP support) to retain and secure sufficient land for refugees have been partially successful. To date, the refugee populations of Meheba, Mayukwayukwa settlements and Mwange and Ukwimi camps have been allocated land. Starting from this planting season (November 2001), a total of 63,200 refugees will begin



growing their own food. However, in Nangweshi and Kala camps, the question of land allocation remains open. Nangweshi camp, which is a provisional site, is located in an area where land is not suitable for cultivation. At Kala camp, which is a new camp, some time is needed to convince local authorities to concede land to the refugees. WFP, in coordination with UNHCR, is committed to working with the Government of the Republic of Zambia to devise a solution to this problem. Discussions are under way with the Government to designate a suitable new site for Nangweshi that will allow refugees to have land for cultivation. The goal of these discussions would be to convince the Kala chiefs that giving refugees an opportunity to integrate fully into the local economy would have a positive impact on the community. Given the firm and proven commitment of the Government to provide land to facilitate refugees' self-reliance, it is fair to assume that eventually land will be made available and allocated to all refugees.

8. The influx of refugees in Zambia has not had a negative impact on the host community's food security, as the refugees are rapidly transported to their respective camps and provided with WFP food assistance. However, the camps themselves do have a negative impact on the environment (with trees cut down for fuelwood and land cleared for cultivation). UNHCR, in partnership with the implementing non-governmental organizations (NGOs), has projects to address these environmental concerns, as well as to support the rehabilitation of community infrastructure that might be stressed as a result of an increased population.
9. The continuous fighting close to the borders has created an overall environment of insecurity for the local population there, pressing Zambians towards the interior of the country. 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. This unit is supported by WFP through the Country Programme.
10. This PRRO will cover a period of 24 months, from 1 January 2002 until 31 December 2003, during which time the situation in Angola and DRC may stabilize sufficiently to allow for voluntary repatriation. Under a scenario in which conditions in Angola and/or DRC do not permit voluntary repatriation, it is hoped that the Government of the Republic of Zambia will allocate land to all refugees. In such a case, refugees could produce their own food and WFP food assistance could be phased out.

Government Recovery Policies and Programmes

11. Notwithstanding economic and security concerns, the Government maintains an open-door policy, consistently granting asylum to populations seeking refuge. In addition, its previous commitment to allocate land for refugees was highly commendable. The Ministry of Home Affairs' Office of the Commissioner for Refugees (COR) is entrusted with the coordination of assistance to refugee programmes in the country. At the national level, COR is responsible for implementation of government policy with regard to refugees. At the operational level, refugee officers are posted in each settlement/camp and are responsible for security matters, the movement of refugees and coordination of the work of UNHCR and the implementing NGOs. Coordination between WFP, UNHCR, government counterparts and NGOs is maintained at the central level through bi-monthly inter-agency coordination meetings, where all operational and policy issues are discussed and decided upon. This coordination mechanism is replicated at the field level, with the participation of all stakeholders, including the refugee food committees representatives.
12. In the 1970s, the Government of the Republic of Zambia allocated vast areas of fertile land to refugees in Meheba and Mayukwayukwa settlements. Under that scheme, land was assigned to the head of a family, with special priority given to female headed-households.



A total of 15,500 ha (13,800 ha in Meheba and 1,700 ha in Mayukwayukwa) was allocated, thus allowing 32,000 refugees to be phased out from WFP food aid. During March 2000, another 14,300 ha in Meheba and 10,000 ha in Mayukwayukwa were made available. Recent efforts by UNHCR to get sufficient land for refugees in Mwanze camp (11,800 ha) and Ukiwimi camp (1,000 ha) have also been successful. As a result, a total of 63,200 refugees located at these camps/settlements should be able to cultivate this planting season and harvest their first crop by April 2002. However, refugees at Kala and Nangweshi camps (a total of 28,300), as well as those estimated to arrive during June–December 2001 (a total of 25,500) are not likely to get land until the successful completion of negotiations with the government and local authorities.

13. The Government has established partnerships with UNHCR and NGOs for the provision to the refugees of basic services, especially in the health and education sectors. In some camps/settlements, the Government deploys national staff from the concerned ministries to the field. Zambia is classified as a least developed country and heavily indebted poor country (HIPC). Despite the government willingness, economic decline over the past several years continues to make it difficult for Zambia to cope with the enormous costs involved in providing assistance to refugees. As a result, the Government has again appealed to WFP for the continuation of relief and recovery food assistance to the increasing numbers to refugees. Under this appeal, WFP will provide support to 117,000 Angolan and Congolese refugees (59,000 male, 58,000 female).

Rationale

14. In the light of the its inability to support the food needs of the increasing population of refugees, the Government has appealed to the international community for assistance. This PRRO will assist 117,000 refugees who are considered the most vulnerable and thereby dependent on food aid. The higher percentage of male refugees is a result of a disproportionate number of men fleeing conscription in Angola. Out of the total projected caseload for assistance, 63,200 refugees will be allocated land for cultivation and are expected to reach a modest level of self-sufficiency after two harvests. The balance (53,800 refugees) will be assisted under the “relief phase” until land is provided them, or a more durable solution is established. The most vulnerable groups will be assisted until they reach a level of self-sufficiency that allows them to take responsibility for their needs. Upon request, and in accordance with periodic nutritional surveys, supplementary feeding (a high-energy protein supplement [HEPS] and oil) will be made available to those groups in charge of the health sector at the settlements/camps.

RECOVERY STRATEGY

The Role of Food Aid

15. By meeting the basic food needs of the refugees, food aid plays a crucial role in addressing food insecurity and malnutrition, both of which are common among refugee populations. In this instance, it also plays an important role in assisting the refugees in settling and recovering from the effects of an emergency situation.
16. Once land is allocated, food aid will enable the refugees to bridge the two-season harvest period that is necessary to build sufficient food stocks. In the case of refugees who have not received land, food aid will take care of their minimum food requirements.



Programme Approaches

17. This PRRO covers a two-year period (1 January 2002 to 31 December 2003) and provides food assistance that combines both the relief and recovery phases (46 and 54 percent of food beneficiaries, respectively). Through free food distributions, WFP interventions will address emergency needs; support those refugees who are allocated land by providing them with sufficient food until they can achieve self-reliance; and maintain a safety net for those vulnerable groups that require support until the refugee committees take responsibility. The county office 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

18. Major factors that may influence the progress and direction of this PRRO are the possibility of a large influx of new refugees and security problems resulting from the increasing numbers of ex-combatants. Because of this concern, UNHCR, WFP, UNICEF and NGOs are continually updating a contingency plan that takes into account the possibility of a sudden massive influx of refugees from both the DRC and Angola. If such an event occurs, WFP operations will be revised to accommodate the new arrivals.

Objectives and Goals

19. The overall goal of this PRRO is to protect the lives and health of refugees by providing basic food that meets their daily nutritional requirements until they attain self-sufficiency or are repatriated and settled in their country of origin.
20. The objectives of the project are to:
- provide food aid assistance to 114,000 refugees (men, women and children) in the six refugee settlements/camps—who are currently assisted under EMOP 10047.0 and PRRO 10051.0—and also expected new arrivals, for a period of 24 months, to meet their basic food needs until they attain self-sufficiency;
 - provide food aid assistance to 3,000 vulnerable persons in the camps, particularly widows, orphans, the disabled, the elderly and chronically ill patients, for a period of 24 months, to increase their access to basic food in order that they meet their daily nutritional requirements; and
 - improve the nutritional status of malnourished under-5 children, identified by health centres, through a supplementary feeding programme.
21. The PRRO will also promote the participation of women in the management and distribution of food aid, as well as providing various training activities geared towards enhancing the women's overall well-being. At present, 50 percent of the representatives on the Elders Development Committees in the settlements/camps are women. More than 60 percent of those involved in food management and distribution are women. In addition, the number of female food cardholders is closely monitored in order to ensure that an increasing level of responsibility to receive and manage family food stocks is given to women.



IMPLEMENTATION PLAN BY COMPONENT

Beneficiaries

22. The vast majority of refugees in the two settlements and four camps are from rural areas where agriculture was their main economic activity. Having left home with little or no assets, they are fully dependent on the host country and international community for provision of their basic food needs.
23. The PRRO will address the food needs of refugees who have entered the country since 1999 ("new" caseload), as well as the needs of the most vulnerable groups (widows, the elderly, handicapped people and the chronically ill) among the "old" caseload of the refugee population (those who arrived before 1999). In addition, malnourished children, identified by health centres, will receive blended food and vegetable oil as part of a supplementary feeding programme designed to improve their nutritional status. WFP will continue to support income-generating activities through refugee women's clubs and food committees, the involvement of women in the management of the provided hammer mills (used to grind maize) and the disposal of empty food containers. WFP will participate in the training programme for women leaders implemented by UNHCR and NGOs.
24. As recommended by JFAM, re-registration and revalidation of the refugee caseload in Meheba and Mayukwayukwa settlements and Mwangi camp (including quantifying births and deaths) will be implemented during 2001/2002. UNHCR is in the process of issuing new refugee identity cards to household heads (male or female). The principle of targeting, as mentioned in paragraph 23, will be strictly applied, and therefore adjustments in assistance will be made accordingly during the timeframe of this PRRO.

The Food Basket

25. The WFP-supplied food basket will comprise maize, vegetable oil, beans and iodized salt for 117,000 beneficiaries as a general distribution, and blended food and vegetable oil for under-5 malnourished children identified through health centres.
26. Food will be distributed in accordance with the following ration scales:

Maize general distribution (g/person/day)		Supplementary feeding (under-5 malnourished children) (g/person/day)	
Maize	450	HEPS	180
Vegetable oil	20	Vegetable oil	20
Beans	120		
Salt	10		

27. At the daily per capita ration, the food basket will provide an energy value of approximately 2,131 kcal per person per day. The ration is similar to that being provided to Congolese and Angolan refugees in other countries and reflects cultural and dietary preferences. However, it does not have sufficient micronutrients. WFP will continue discussions initiated with CARE International regarding fortifying the maize as it is being ground into flour. A pilot programme including such fortification will start in 2002 in Nangweshi camp and will be replicated afterwards in the other camps.



28. The total food requirements for 24 months (730 days) from January 2002, based on the above ration scales are as follows:

Total food requirements	
	(tons)
Maize grain	38 435
Vegetable oil	1 796
Beans	10 249
Iodized salt	854
Blended food (HEPS)	788
Total	52 122

KEY PROGRAMME COMPONENTS

29. Under this PRRO, WFP will provide food assistance to the following beneficiary groups:

- **63,200 refugees who arrived in 1999/2000.** These refugees will be given food assistance through general feeding, and will be able to cultivate land allocated to them (Meheba and Mayukwayukwa settlements, Mwange and Ukwimi camps). The intervention and the success of the harvests will be evaluated through joint UNHCR/WFP food assessment missions.
- **50,800 refugees who arrived in 2000/2001 to whom land has not yet been allocated.** These refugees, in the Nangweshi and Kala camps, will be given food assistance through general feeding until a solution is found for them.
- **3,000 most vulnerable refugees.** These refugees will be given food assistance through a general feeding regardless of their date of arrival.
- **Malnourished children identified by health centres.** These will receive supplementary food assistance.
- **Women's clubs.** Support will be given to these groups' income-generating activities by the provision of hammer mills and empty food containers.

30. The exit strategy (paragraphs 51–54) will take into account the evolution of the refugees towards self-sufficiency through land allocation/cultivation or their repatriation to their country of origin.

- **Meheba settlement.** Out of a total population of 60,100, 31,500 refugees, mainly from Angola, will be assisted under the PRRO. The NGO Lutheran World Federation (LWF) runs Meheba settlement and is also in charge of food management and distributions. The Ministry of Health and Ministry of Education are in charge of their respective sectors, while Doctors without Borders (France) takes responsibility for the health sector and the nutritional surveys for new arrivals. The settlement has recently been allocated around 15,000 ha for farming (around 13,800 ha were cultivated last season) for the new arrivals, and has small poultry farms, fish ponds and income-generating activities (tailoring, handicrafts). Refugees have formed cooperatives in their respective areas and created a Board of Directors, which is chaired by a woman. The Danish Embassy has facilitated the purchase of two trucks to assist refugees in transporting their produce to the nearby markets, while the Food and



Agriculture Organization (FAO) has approved a project designed to provide agricultural inputs for refugees in Meheba and Mayukwayukwa. Under its project TCP/ZAM/0065 E, "Emergency Supply of Agricultural Inputs to Refugees in Mayukwayukwa and Meheba", FAO is providing technical assistance, equipment, seeds, training and general operating expenses for 12 months, starting November 2000. FAO's contribution to the project is US\$278,000.

- **Mayukwayukwa settlement.** Out of a total population of 23,400, 20,000 refugees from Angola will be assisted under the PRRO. Mayukwayukwa settlement is also managed by LWF, while Africa Humanitarian Action (AHA) implements the health and sanitation sector activities. Christian Outreach Refugee Development (CORD) takes care of the community services sector and Zambia Red Cross is in charge of the Tracing and Reunification programmes. Around 13,000 ha have been allocated for farming this year. Development projects include tree nurseries, fruit tree planting, small poultry and income-generating activities (carpentry, metal fabrication, basketry). Around 600 women's groups are functional in different activities in the settlement, some of them running the three hammer mills provided by WFP under the former PRRO. The settlement is also benefiting from the FAO project for provision of agricultural inputs.
- **Nangweshi camp.** The PRRO will assist 16,300 refugees from Angola, the camp's entire population. Opened in January 2000, Nangweshi is considered a provisional camp, designed to absorb the sudden influx of refugees from the fighting that occurred at the end of 1999 in Moxico province, Angola. The land surrounding it is not suitable for cultivation, and the Government and UNHCR are looking for a new place to establish a more permanent settlement. Four sites have been identified, although no decision has been taken yet. CARE International manages the camp, and is also in charge of extended delivery point (EDP) management and food distribution. Doctors without Borders (Holland) is responsible for the health/nutrition and water sectors, while the Jesuit Refugee Service is in charge of education and community services. As Nangweshi is a temporary camp, no land has been allocated to the refugees living there, although income-generating projects are being implemented. Sixty women's groups have been formed, taking part in activities such as small poultry farming, cultivating kitchen gardens, baking and sewing. Other activities in the camp include carpentry training at three youth centres, the publishing of a community newsletter, the conducting of English classes for community leaders and the setting up of six community schools.
- **Mwange camp.** The PRRO will assist 25,000 refugees from DRC, the total population of the camp. Established in 1999, the camp is managed by the International Federation of the Red Cross (IFRC)/Zambia Red Cross Society, which is also in charge of food distribution. WFP is responsible for managing the EDP through a field office located at Mporokoso, CARE is responsible for providing community services, and Doctors without Borders (Holland) is in charge of the health sector. In order to supplement the refugees' food needs, the Government has allocated 1,800 ha of land within the camp perimeter, which enables households to produce vegetables. The main income-generating activities include fish-farming, poultry-raising, and the running of a restaurant and two markets with 200 marketers, of whom 70 percent are women. UNHCR and CARE have jointly established a revolving fund to support these activities.
- **Kala camp.** The PRRO will assist 23,000 refugees from DRC, the total population of this camp established in September 2000. The camp is managed by World Vision International (WVI), which is also in charge of food distribution and EDP



management. Doctors without Borders (Holland) takes care of the health sector. As Kala is a new camp, production and income-generating activities have yet to be implemented. In spite of the Government's willingness, it will take some time to convince local chiefs to share their agricultural land with refugees.

- **Ukwimi Camp.** The PRRO will assist 1,200 refugees from Angola, the total population of this camp. Established in October 2000, Ukwimi camp is managed by LWF, whose responsibilities include food management/distribution. As Ukwimi is a new camp, no production or income-generating activities have yet been fully implemented there, although land is already available for cultivation for this season.
31. In all camps and settlements, WFP has reached an agreement with NGOs and refugee committees to allocate 65 percent of empty food containers (bags and tins) to the women's clubs so that the containers can be reused to generate funding for income-generating activities. The balance of empty food containers will be distributed to the new arrivals and extremely poor households (25 percent), and used for re-bagging (10 percent).
 32. 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, generate other sources of income and provide training in health, proper water use, and sanitation. Special attention will be given to providing HIV/AIDS-awareness training to all implementing partners in order that those partners may jointly implement an education programme to deal effectively with the pandemic inside the camps and in surrounding host communities. This programme would target refugees as well as field staff from the various agencies and other partners (e.g. truck drivers delivering WFP food). These activities have been budgeted under other direct operational costs (ODOC).

Institutional Arrangements and Selection of Partners

33. The Government is responsible for ensuring that commodities and any other resources provided by WFP under this PRRO are properly cleared, received and distributed to the targeted beneficiaries. The Office of the Commissioner for Refugees in the Ministry of Home Affairs is responsible for the coordination of the implementation of the operations jointly with UNHCR. LWF is the implementing partner in Meheba, Mayukwayukwa and Ukwimi settlements and is responsible for the management of EDPs and of food distribution. CARE International is the implementing partner for Nangweshi camp and is responsible for the management of EDPs and of food distribution. The IFRC/Zambia Red Cross Society is the implementing partner responsible for food distribution in Mwange camp. WVI is the implementing partner for Kala camp and is responsible for food distribution and EDP management. Tripartite agreements for food distribution are signed between each NGO and UNHCR and WFP.
34. A project operations agreement signed with LWF, WVI and CARE for the management of food commodities and warehouses at EDPs located in the two settlements (Meheba and Mayukwayukwa) and at Ukwimi, Kala and Nangweshi camps, will be extended. The EDP at Mwange camp is managed by WFP, which will deliver the food commodities up to the agreed-on EDPs. The implementing partners will distribute food rations to the beneficiaries at the distribution centres, using ration cards for each household. WFP will encourage NGO partners to recruit more women for food management and distribution. Refugee food committees with at least 50 percent women members are established in all settlements and camps.
35. UNHCR, in collaboration with COR and WFP, is organizing regular nutritional surveys and maintaining an effective surveillance system for monitoring the nutritional status of



refugees to ensure proper targeting, especially for children under 5 and expectant and nursing mothers. According to NGO reporting, the overall nutritional situation improved to the accepted level of “under 2 percent” malnutrition rates (weight for height) in the camps/settlements.

36. Food is distributed directly to the head of each beneficiary family, male or female. Where applicable, the names both of the head of household and of the spouse shall appear on the registration papers as co-recipients of the family’s food entitlements. However, it should be noted that more food is received by women and children, representing their families, than by men. 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, through cooperation with the Government and 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 heavy weights to be moved to conduct the scooping (as in the case of maize).

Capacity-building

37. 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 the purchase, management and maintenance of grinding mills, high-value crop production, sewing, baking and the establishment of small shops. In addition, UNHCR has helped create a micro-credit facility, which is designed to mitigate the perennial problem of lack of credit access during critical periods. The grinding mills provided by WFP to 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 the clubs’ activities.
38. Through its Country Programme, WFP supports the Government's Disaster Management and Mitigation Unit. It participates in the UNHCR training programme in emergency preparedness for NGO and government staff. The Programme will provide training for storekeepers and food distributors in warehouse maintenance, food management/distribution and reporting under this PRRO.
39. In Meheba refugee settlement, three training courses in leadership capacity-building for women's club leaders were undertaken during 1999. The objectives of the courses were to introduce the participants to skills related to leadership, budgeting, accounting, human rights and basic concepts on gender issues. Attendance at the courses was encouraging. With the support of WFP, UNHCR and implementing NGOs, a number of similar training courses are planned for 2001, 2002 and 2003. WFP participation in the refugee training programmes has also been budgeted under this PRRO.

Logistics Arrangements

40. Subject to the availability of competitively priced maize on the market and the availability of cash resources to WFP, maize will be procured locally. Beans, salt and blended food will be procured through regional purchase arrangements, while vegetable oil will be imported. WFP will transport food commodities by truck to the six agreed-on EDPs in Meheba, Mayukwayukwa, Nangweshi, Ukwimi, Kala and Mwange, while UNHCR will be in charge of transportation from the EDP and arrangements for food distribution to targeted beneficiaries. Warehousing facilities at EDPs have improved with the procurement, under EMOP 6223.00, of five moveable stores. Five other moveable stores are budgeted to supplement the storage capacity at the camps.



41. To ensure the uninterrupted distribution of food commodities at the settlements, WFP will deliver to the EDP, subject to the availability of resources, food stocks that are sufficient for at least two months. In Nangweshi and Mwange camps, which are not accessible by trucks during the rainy season, the current practice of pre-positioning two to three months' worth of food at the camp level will be maintained
42. With Zambia classified as both an LDC and an HIPC, the Government has appealed to WFP to extend the supply of food aid assistance to refugees, including the corresponding landside transport, storage and handling (LTSH) subsidies. WFP will meet total LTSH costs (100 percent), which are estimated at US\$123 per ton. The LTSH cost will be revised yearly.

Non-food Items

43. Under PRRO 6134.01, additional income-generating activities were initiated to help empower women. To date, WFP has provided women's clubs with nine hammer mills, which facilitate the grinding of maize grain for the refugees and generate income for the clubs. There is still need to assist the increasing number of refugees, especially new arrivals and vulnerable groups, in milling the maize grain supplied by WFP, and the women's clubs in strengthening their financial base by generating income. The provision of ten hammer mills with operational costs is budgeted under this PRRO, as are the milling costs for new arrivals and vulnerable groups.
44. Platform scales and wooden pallets for the six agreed-on EDPs, and standardized materials (scoops), would be provided by WFP to ensure that proper rations were distributed to food beneficiaries.

Monitoring and Evaluation (M&E)

45. Implementing partners (LWF, IFRC/Zambia Red Cross Society, WVI and CARE) shall submit monthly reports to WFP, UNHCR and the Government based on identified performance indicators. The generic reporting formats, developed during the M&E consultancy for Country Programme activities (March 1998), could be used by the implementing partners, with some modifications. The information collected will also form the basis for the preparation of the monthly Food Aid Situation Reports and the Commodity Movement, Processing and Analysis System (COMPAS).
46. Joint UNHCR/COR/WFP missions will periodically visit refugee settlements and reception centres to review progress in project implementation.
47. WFP will monitor EDP management and food distributions at Meheba, Nangweshi and Mayukwayukwa through the field offices of Mongu and Solwezi. The field office at Mporokoso will manage the EDP and monitor distributions at Mwange, while the Kawambwa field office will monitor Kala camp. Funding for the field offices is budgeted under this PRRO. All food monitors will be coordinated by a United Nations Volunteer (UNV) based in Lusaka, who will also act as a liaison with UNHCR. A finance/administrative clerk will support the country office regarding internal transport, storage and handling (ITSH) payments, staff issues and sub-offices management.
48. An in-depth review with UNHCR and other implementing partners led to the identification of indicators for monitoring the operation's performance. Beneficiary registration and distribution cards and health centre information systems have been developed, and will be the main sources of data for future analysis and reporting on project outcomes. The performance monitoring indicators are as follows:



📁 **General Information**

- Number of refugees by gender and age
- Percentage of households headed by women

📁 **Food Interventions**

- Tracking of commodities from arrival in country to delivery to intended beneficiaries
- Quantity/type of food distributed and received by beneficiaries
- Frequency of deliveries/distributions
- Use of food aid by beneficiaries
- Percentage of women in management of food committees in control of distribution arrangements, the selection of female distributors and those directly receiving food rations
- Percentage of women physically involved in food distribution (should be at least 50 percent)
- HIV/AIDS education with United Nations and NGO partners

📁 **Health/nutritional Status**

- Percentage of under-5 children receiving supplementary rations
- Nutritional trends
- Morbidity/mortality rates of under-5 children, and expectant and nursing mothers
- HIV/AIDS rates and trends

📁 **Household Food Security**

- Number of hectares of allocated land
- Adequacy and productivity of land allocated
- Timely delivery of inputs
- Performance of the agricultural season, market activities and employment
- Food stocks at household level at the end of the crop marketing year

Security Measures

49. The two refugee settlements (Meheba and Mayukwayukwa) and Ukwimi, Kala and Mwangwe camps are located at a reasonable distance from Zambia's border with Angola and DRC. However, a limited series of security incidents have occurred, primarily closer to Nangweshi camp and border areas where some reception/transit centres are established, namely Sinjembela reception centre in Western Province. These incidents led the United Nations Designated Official for Zambia to restrict United Nations staff movement in certain areas. WFP continues to take the overall security of both international and national staff very seriously, and all field staff have received security awareness training. In addition, a new radio base will be installed at Mongu field office.
50. Due to security reasons, the Government has identified four sites in the Western Province as an alternative to Nangweshi camp. Thus, it is likely that a relocation of that camp could take place during the period of this PRRO. The identified sites are east of the



Zambezi River and are considered safer sites for the camp than its current location in Nangweshi.

Exit Strategy

51. 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 and the general physical condition of the refugees. The objective of the agricultural programme is to ensure the refugees' food self-sufficiency. The only groups not receiving a timely allocation of land are the Angolan and Congolese refugees who entered Zambia during 2000/2001. Those refugees receiving 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 a more durable solution is found.
52. The Government has allocated large areas of fertile land to refugees in Meheba and Mayukwayukwa settlements. Meheba settlement has an area of over 72,000 ha identified for land allocation. Each family would be allocated 2.5 ha of land on which to settle and with which to cultivate mainly maize, cassava, sweet potatoes, rice and seasonal vegetables. WFP assistance will provide these refugees with food rations for the first two agricultural seasons, thus allowing them sufficient time to settle and develop family plots. After this period, most of these refugees should attain some degree of self-sufficiency. Once this goal is achieved, the refugees are phased out of WFP assistance. In fact, today there are approximately 32,000 refugees in Meheba and Mayukwayukwa (21.5 percent of the total population in designated sites) who have been phased out of WFP food assistance after attaining a modest level of self-sufficiency in food production.
53. No land for cultivation has been allocated to refugees in Nangweshi and Kala camps. Therefore, their dependence on WFP food assistance will continue for a considerable time. The JFAM has recommended that the demarcation of plots for the new extensions to Meheba, Mayukwayukwa and Mwange be given priority so that the refugees there can begin preparing their plots for cultivation this season. Efforts to acquire land for refugees in Kala and Nangweshi camps must be intensified to pave the way for a gradual phasing out of food assistance there.
54. Once land is allocated, agricultural inputs from FAO will enable refugees in the two settlements to increase their food availability at the household level.

Contingency Mechanism

55. It is expected that refugees, from both Angola and the Great Lakes Region, will remain in Zambia for the foreseeable future, and no repatriation is anticipated during this year. However, a sudden deterioration in the situation in DRC or Angola could result in a much higher influx of refugees into Zambia. In such a case, WFP could use the buffer stocks in settlements/camps—borrowing from ongoing development projects and the government Food Reserve Agency—for an immediate response until the situation was addressed through a budget revision or a new EMOP. Given the fact that most of the food basket commodities are available locally or regionally, the time between call-forwards, purchases and arrivals can be reduced in order that WFP may act as quickly as the situation requires.

Advocacy

56. The country office will actively promote donor support through periodic briefings; regular updates on the progress of the operation and on funding; and the organization of donor visits to refugee camps and settlements.



INPUT REQUIREMENTS

57. Direct operational costs amount to US\$22,141,155, for a total WFP cost of US\$24,996,831. The PRRO is recommended for approval by the Executive Board within the budget provided in Annex I.



ANNEX I**PROJECT COST BREAKDOWN**

	Quantity (tons)	Average cost per ton	Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Maize	38 435		5 765 250
– Pulses	10 259		5 544 709
– Vegetable oil	1 796		898 000
– Iodized salt	854		85 400
– HEPS	788		275 800
Total commodities	52 122		12 569 159
External transport			2 750 990
Landside transport			5 750 904
Subtotal for ITSH			660 102
Total LTSH			6 411 006
Other direct operational costs			410 000
Total direct operational costs			22 141 155
B. Direct support costs (see Annex II for details)			
Total direct support costs			1 047 000
C. Indirect support costs (7.8 percent of total direct costs)			
Subtotal indirect support costs			1 808 676
TOTAL WFP COSTS			24 996 831

¹ 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 (<i>dollars</i>)
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Staff

International Professional staff	263 000
National General Service staff	240 000
Temporary assistance	10 000
Overtime	6 000
National consultants	20 000
UNVs	97 000
Staff duty travel	80 000
Staff training and development	16 000

Subtotal	732 000
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Office expenses and other recurrent costs

Rental of facility	12 000
Utilities (general)	20 000
Office supplies	20 000
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

Subtotal	212 000
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Equipment and other fixed costs

Furniture, tools and equipment	15 000
Vehicles	70 000
TC/IT equipment	18 000

Subtotal	103 000
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TOTAL DIRECT SUPPORT COSTS	1 047 000
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ANNEX III

BENEFICIARY POPULATION UNDER PRRO BY SITE, AGE AND GENDER

Age	Male		Female		Total	
	Number	%	Number	%	Number	%
Meheba settlement						
0–4 years	3 150	10	3 465	11	6 615	21
5–17 years	5 670	18	5 670	18	11 340	36
18 >	6 930	22	6 615	21	13 545	43
Total beneficiaries	15 750	50	15 750	50	31 500	100
Mayukwayukwa settlement						
0–4 years	1 600	8	2 000	10	3 600	18
5–17 years	3 200	16	3 200	16	6 400	32
18 >	4 400	22	5 600	28	10 000	50
Total beneficiaries	9 200	46	10 800	54	20 000	100
Nangweshi camp						
0–4 years	1 793	11	1 793	11	3 568	22
5–17 years	3 097	19	3 097	19	6 194	38
18 >	3 749	23	2 771	17	6 520	40
Total beneficiaries	8 639	53	7 661	47	16 300	100
Mwange camp						
0–4 years	3 000	12	2 750	11	5 750	23
5–17 years	4 500	18	4 500	18	9 000	36
18 >	5 750	23	4 500	18	10 250	41
Total beneficiaries	13 250	53	11 750	47	25 000	100
Kala camp						
0–4 years	2 300	10	2 070	9	4 370	19
5–17 years	4 140	18	4 140	18	8 280	36
18 >	5 520	24	4 830	21	10 350	45
Total beneficiaries	13 250	52	11 750	47	23 000	100



Age	Male		Female		Total	
	Number	%	Number	%	Number	%
Ukwimi camp						
0–4 years	84	7	108	9	192	16
5–17 years	204	17	204	17	408	34
18 >	336	28	264	22	600	50
Total beneficiaries	624	52	576	48	1 200	100
All camps, by age						
0–4 years	11 927	10	12 186	11	24 113	21
5–17 years	20 811	18	20 811	18	41 622	36
18 >	26 685	23	24 580	20	51 265	43
Total	59 423	51	57 577	49	117 000	100

The refugee population under PRRO in the two settlements and the four camps is as follows:

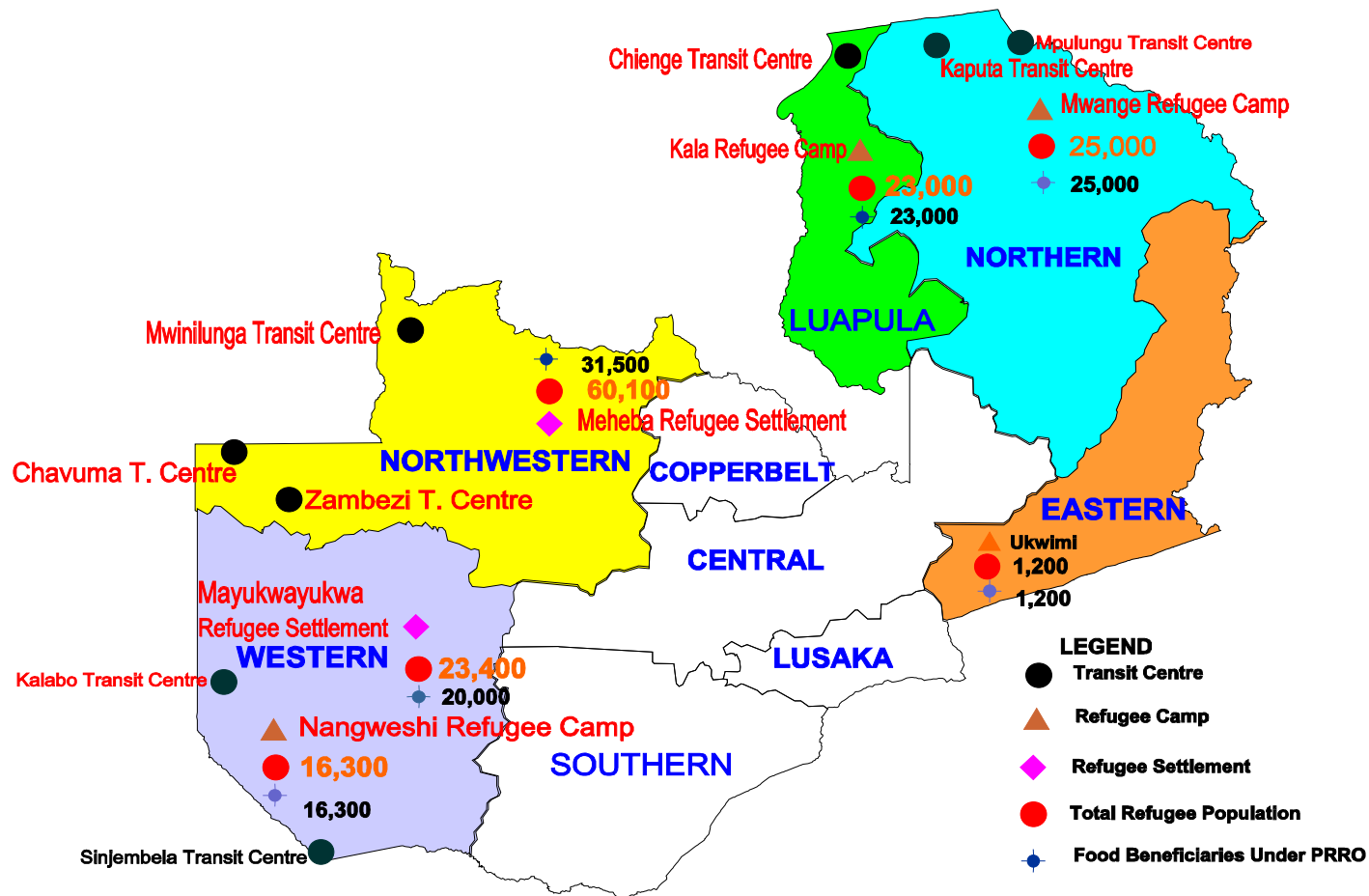
Meheba settlement	31 500
Mayukwayukwa settlement	20 000
Nangweshi camp	16 300
Mwange camp	25 000
Kala camp	23 000
Ukwimi camp	1 200
Total	117 000





WFP ZAMBIA PRRO 10071.0

PRRO: WFP ASSISTANCE AND REFUGEE POPULATION PROJECTION FOR 2002



The designations employed and the presentation of material in this document do not imply the expression of any opinion whatsoever held 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

AHA	Africa Humanitarian Action
COMPAS	Commodity Movement Processing and Analysis System
COR	Commissioner for Refugees
CORD	Christian Outreach Refugee Development
CP	Country Programme
DRC	Democratic Republic of Congo
EDP	Extended delivery point
EMOP	Emergency operation
FAO	Food and Agriculture Organization
GDP	Gross domestic product
HEPS	High-energy protein supplement
HIPC	Heavily indebted poor country
IDP	Internally displaced person
IFRC	International Federation of the Red Cross
ITSH	Internal transport, storage and handling
JFAM	Joint food assessment mission
LDC	Least developed country
LTSH	Landside transport, storage and handling
LWF	Lutheran World Federation
M&E	Monitoring and evaluation
NGO	Non-governmental organization
PRRO	Protracted relief and recovery operation
UNDAF	United Nations Development Assistance Framework
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
UNITA	Union for the Total Independence of Angola
UNV	United Nations Volunteer
WVI	World Vision International

