

# BUDGET INCREASE TO MALAWI PROTRACTED RELIEF AND RECOVERY OPERATION (PRRO 200460 BR5)

## Food Assistance to Refugees in Malawi

**Start date:** 01 June 2013 **End date:** 31 May 2017  
**Extension/Reduction period:** 25 months **New end date:** 30 June 2019

Total revised number of beneficiaries	<b>87 050</b>		
Duration of entire project	<b>73 months</b>		
Extension/Reduction period	<b>25 months</b>		
Gender marker code	2A		
WFP food tonnage	<b>24 756</b>		
<b>Cost (United States dollars)</b>			
	<b>Current Budget</b>	<b>Increase</b>	<b>Revised Budget</b>
Food and Related Costs	US\$ 10 111 418	US\$ 3 955 797	US\$ 14 067 215
Cash and Vouchers and Related Costs	US\$ 4 945 405	US\$ 4 631 115	US\$ 9 576 520
Capacity Development & Augmentation	US\$ 163 000	-	US\$ 163 000
DSC	US\$ 1 503 255	US\$ 820 542	US\$ 2 323 797
ISC	US\$ 1 170 615	US\$ 658 522	US\$ 1 829 137
<b>Total cost to WFP</b>	<b>US\$ 17 893 693</b>	<b>US\$ 10 065 976</b>	<b>US\$ 27 959 669</b>

## NATURE OF THE INCREASE

1. This fifth budget revision to Malawi Protracted Relief and Recovery Operation (PRRO) 200460 extends the project in time by twenty-five months to 30 June 2019 to allow ongoing implementation of WFP assistance to refugees in the country until the start of the Country Strategic Plan (2019-2023). It will additionally scale down the operation to align with the current and expected number of refugees in country. The total number of refugees and asylum seekers to receive WFP assistance during this extension period will be 35,000.

## JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

### Summary of Existing Project Activities

2. Malawi has been hosting refugees for over two decades. The registered “existing” refugees are settled at Dzaleka Camp, located 45 km north of the capital Lilongwe. The majority of these are from the Democratic Republic of Congo (DRC), Burundi and Rwanda. According to UNHCR projections, some 31,000 refugees are expected to be hosted in Dzaleka Camp throughout 2017 and 2018.
3. Since July 2015, food assistance was also extended to asylum seekers from Mozambique who are being hosted in Luwani Camp, Neno District. UNHCR projects that 4,000 Mozambicans will be

living in Luwani camp (51 percent female, 49 percent male, of which 55.13 percent are children under the age of 18), between June 2017 and June 2019. The initial number of Mozambican asylum seekers was expected to increase as a result of conflict and reached 30,000 people by September 2016. However, a cessation of hostilities has allowed the majority of the displaced populations to return to Mozambique, hence the lower than expected number remaining.

4. This PRRO therefore assists both refugees and asylum seekers – namely the “existing” caseload of refugees from the Great Lakes region hosted in Dzaleka Camp, Dowa District in central region, and the new asylum seekers from Mozambique hosted in Luwani Camp, Neno District in southern region (see attached map).
5. The overall goal of this PRRO is to contribute towards and maintain the food and nutrition security of those in both camps, while addressing malnutrition and micronutrient deficiencies in children under two with special emphasis on prevention of anemia and stunting. WFP will provide fortified nutritious commodity to all beneficiaries to mitigate the prevalence of anemia and stunting. WFP also recognises the role of food insecurity in decisions taken by women to engage in transactional sex for food, or for money to buy food, and as a barrier for women in abusive relationships. The operation is in line with WFP’s Gender Policy (2015–2020) and the Southern Africa regional gender implementation strategy.<sup>1</sup> It contributes to WFP’s Strategic Objectives 1 and 3, the Zero Hunger Challenge and Sustainable Development Goals 2 and 17.
6. This project has undergone four budget revisions since its inception. The first two budget revisions adjusted the LTSH rate, the third extended the project in time from June 2015 to May 2017 and introduced cash-based transfers (CBT) from September 2015, while the fourth budget revision adjusted the refugee caseload due to the influx from Mozambique. Due to resourcing constraints, CBT has been not implemented to date.
7. WFP, in collaboration with UN Women and UNHCR, conducted a study on the prevalence of sexual gender-based violence (SGBV) among the refugees in Dzaleka Camp. The study established a high correlation between incidences of SGBV, likelihood of engaging in transactional sex and vulnerability to food insecurity.<sup>2</sup> This was supported by findings from monitoring activities, which highlighted the link between an increase in SGBV and engagement in transactional sex, to food insecurity.
8. In 2014-2015, WFP, UN Women and UNHCR implemented a joint project to address SGBV among refugees in Dzaleka through capacity building and awareness activities on prevention and management of SGBV cases. The outcomes of this project were increased awareness of SGBV among refugees and the identification of gaps at policy and operational level required to ensure protection of vulnerable groups in refugee camps. There are on-going discussions and a concept note has been developed to extend the project to cover both Dzaleka and Luwani camps, funding permitting.
9. WFP, UNHCR and the NGO PLAN currently support the training of women and youth in Dzaleka camp with skills to develop income generation activities. Trainings have been provided in tailoring, restaurant management, small business, and farming.

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<sup>1</sup> Building on knowledge acquired in gender mainstreaming under the joint WFP and Institute of Development Studies learning initiative.

<sup>2</sup> Sexual and Gender Based Violence (SGBV) Baseline Survey - Dzaleka Camp, 2014

## Conclusion and Recommendations of the Re-Assessment

10. This budget revision is in line with the recommendations from the Joint Assessment Mission (JAM)<sup>3</sup> conducted in Dzaleka and Luwani camps in May 2017 by WFP, UNHCR, the Government of Malawi and other partners. The findings of the assessment showed that the majority of refugees and asylum seekers, both men and women, rely on food assistance to meet their food needs and thus recommended that UNHCR and WFP continue to provide a full food ration to all beneficiaries. The food assistance provides limited dietary diversity<sup>4</sup> and refugees and asylum seekers reported that food rations are insufficient to cover a full month. To ensure that beneficiaries have access to diversified foods and are able to meet their food and nutrition needs, WFP will, from January 2018, introduce CBT in Dzaleka camp to allow households to purchase various food items from the local markets, while continuing to provide in-kind food assistance in Luwani camp.
11. The nutrition survey conducted in November 2016 reveals that acute malnutrition levels in both Dzaleka and Luwani camps are generally low at less than two percent (1 percent and 1.6 percent respectively) and similar to those levels found in the previous two surveys conducted in 2012 and 2014, confirming that acute malnutrition has been contained. However, the survey revealed high prevalence of stunting (chronic malnutrition) in children well above the ‘acceptable level’ of <20%. In both Dzaleka and Luwani, chronic malnutrition remains high at 34.8% and 47.7% respectively. The JAM report also recommends the continued provision of specialized nutritious food such as Super Cereal and Super Cereal Plus<sup>5</sup> to address micronutrient deficiencies (specifically anemia), and prevent undernutrition in children 6- 23 months.
12. Those living in Dzaleka and Luwani camps continue to lack viable alternative livelihood options in view of the Government's encampment policy and lack of access to formal employment or business opportunities. However, currently the Government of Malawi is in the process of drafting a new migration policy that will address issues related to refugees’ employment and income generating activities, among others. Additionally, while there are plans to relocate Dzaleka refugees north to the Karonga district where they can access land for cultivation, progress is slow. WFP food assistance is therefore currently the most reliable source of food and nutrition.
13. As part of the Joint Action Plan, the WFP Country Office will advocate (and engage in refugee policy dialogue) to promote an enabling environment for increased refugee self-reliance and explore opportunities to promote sustainable refugee livelihoods, should this become feasible within the lifetime of this project. This however will be largely dependent on the new migration policy and relocation plans of the government.
14. The CBT component was initially informed by a 2014 feasibility study that looked at gender disaggregated market access, and included a market assessment, various sectorial capacity assessments and was supported by the latest JAM report. The markets in the surrounding two districts (Dowa and Ntchisi, as well as Lilongwe)<sup>6</sup> are also able to meet the demand for the whole food basket of the targeted population. The assessment recommended maintaining in-kind food

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<sup>3</sup> The JAM included a Food and Nutrition security assessment conducted at household level and reviewed WFP’s package of assistance including suitability and relevance to establish current needs and the future scope of WFP assistance to refugees in Malawi.

<sup>4</sup> Draft JAM 2016 report

<sup>5</sup> Super Cereal Plus for children aged 6-23 months and Super Cereal for other household members.

<sup>6</sup> The refugees are hosted in Dowa district, which according to WFP’s Integrated Context Analysis (ICA) is the most food secure district, followed by Kasungu and Ntchisi. Also the camp is at less than 1 hour drive from Lilongwe markets.

assistance for specialized nutritious foods such as Super Cereal and Super Cereal Plus, given that these commodities are not readily available on the local market.

15. The in-kind food basket provided in both camps consists of maize, pulses and vegetable oil. Super Cereal Plus is provided to children aged 6-23 months and Super Cereal to pregnant / lactating women (PLW) to address micronutrient deficiencies (specifically anemia), and prevent undernutrition in children 6- 23 months. However, the market study<sup>7</sup> examined beneficiary preference found that the preference of both women and men, particularly that of refugees in Dzaleka originating from the Great Lakes region and Horn of Africa, differs to the food provided. The JAM<sup>8</sup> found that refugees sell predominantly cereals and pulses to purchase preferred food commodities.
16. WFP, jointly with other agencies including UNHCR and UN Women and cooperating partners, will regularly undertake assessment and gender-responsive monitoring of food assistance programmes to ensure they address the food and nutrition security needs of women, men, boys and girls resident in the camps. UNHCR and partners provide WASH, childcare and protection services, and UNHCR is working to bring on board UNICEF to further support activities in the camps. WFP will also work to strengthen the collaboration and complementarities with partners working on health, nutrition, WASH, among other issues, within the camps.

### **Purpose of Extension and Budget Increase**

17. This fifth budget revision to Malawi PRRO 200460 extends the project in time by twenty five months to 30 June 2019 to allow ongoing implementation of WFP assistance to refugees in the country until the start of the 2019-2023 Country Strategic Plan (CSP). This will allow WFP to continue providing assistance to refugees in Malawi while the situation, particularly regarding the future of asylum seekers from Mozambique, becomes clearer; and align beneficiary numbers to realistic projections as forecasted by UNHCR, reducing the number to 35,000 people over the next two years. Following JAM findings and beneficiary number projections, this budget revision will also include CBT from 2018 onwards in Dzaleka camp.
18. WFP will assist an estimated population of 35,000 refugees and asylum seekers hosted in the two camps for the duration of this budget revision but will not be implementing host community activities. FFA activities for host communities had been planned for this project but will be removed with this budget revision due to resourcing restrictions. However, host communities will still benefit from partner complementary activities, such as the health centre and related SBCC messaging.
19. The removal of FFA in host communities will also allow the country office time to review the planning process and align with the findings of a UNHCR socio-economic analysis currently under finalization, which examines opportunities for livelihood activities for both the refugees and host communities. Both in-kind food and cash transfers will be provided in Dzaleka camp, while for Luwani camp only in-kind will be utilised. WFP will collaborate with UNHCR, the Government of Malawi, and the International Organization for Migration (IOM), UNICEF and other partners including NGOs to deliver the assistance to the asylum seekers.
20. In May 2017 UNHCR introduced ProGRESS, a biometric registration system, in Dzaleka camp which has been used for the distribution of in-kind food assistance. With the introduction of CBT in Dzaleka camp from January 2018, WFP Malawi plans to rollout SCOPE for CBT management.

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<sup>7</sup> Market Assessment report, Dzaleka refugee camp, 2014

<sup>8</sup> JAM report, 2017

21. Nutrition education, including gender transformative social behavior change communication (SBCC), will continue to be conducted by UNHCR/WFP and cooperating partners in both camps. Food distributions, the health centre and community radio are used to sensitize refugees and asylum seekers on the importance of each commodity (including Super Cereal and Super Cereal Plus), issues around intra-household sharing of specialized commodities, anemia prevention measures, dietary diversity and SGBV. To support more nutrition and HIV-sensitive programming, WFP will include SBCC which targets men and boys and other caregivers as key players in addressing gender equality, nutrition and HIV and AIDS and these nutrition-sensitive actions will reach all refugee and asylum seeker households, and host communities.
22. Leveraging the Government and UNHCR's leadership on partnership and protection issues, WFP continues to strengthen partnerships with stakeholders to ensure effective coordination in the planning and implementation of refugee activities.

Activity	Current			Extension period			Revised		
	Boys / Men	Girls / Women	Total	Boys / Men	Girls / Women	Total	Boys / Men	Girls / Women	Total
<b>Relief: Targeted food assistance during the lean season</b>									
General Food Distribution (Food)	32 367	27 183	59 550	19 022	15 978	35 000	32 367	27 183	59 550
General Food Distribution (CBT)	16 066	13 484	29 550	16 848	14 152	31 000	16 066	13 484	29 550
Food for asset creation (Food) participants	1 500	1 500	3 000	0	0	0	1 500	1 500	3 000
Food for asset creation (CBT) participants	1 000	1 000	2 000	0	0	0	1 000	1 000	2 000
6-23months old Nutrition (Food)	3 013	3 025	6 218	1 248	1 252	2 500	3 013	3 025	6 218
<b>TOTAL</b>	<b>46 117</b>	<b>40 933</b>	<b>87 050</b>	<b>19 022</b>	<b>15 978</b>	<b>35 000</b>	<b>46 117</b>	<b>40 933</b>	<b>87 050</b>

Totals include FFA beneficiaries estimated as the number of participants times the family size of 5.5

The number of boys/men is abnormally higher than girls/women, as the majority of refugees in Dzaleka Camp are boys/men who fled from the Great Lakes region (based on UNHCR population statistics)

GFD (CBT) beneficiaries are a subset of GFD (food) beneficiaries

23. In Dzaleka, a combination of both in-kind food and CBT will be utilised to provide food assistance to beneficiaries, while in Luwani only in-kind transfers will be provided. In both locations, specialized nutritious products will continue to be distributed in-kind to targeted groups.

	General Food Distribution (GFD)	Nutrition	Food for Assets (FFA)
	Revised	Revised	Revised
Maize	450		
Pulses	50		
Vegetable Oil	25		

<i>Super Cereal</i>	50		
<i>Super Cereal Plus</i>		100	
Cash/voucher <sup>9</sup> (US\$/person/day)	0.254		
<b>TOTAL</b>	<b>575</b>	<b>100</b>	
<b>Total kcal/day*</b>	<b>2 164</b>	<b>394</b>	

\*the cash transfer value is based on the value of the project food basket (both for GFD and FFA) and is above the minimum wage.

## FOOD REQUIREMENTS

24. Maize, pulses and Super Cereal will be purchased locally and/or in the region, including through WFP's Global Commodity Management Facility, (GCMF) while Super Cereal Plus will be procured internationally as it is not available in the region.

	Commodity / Cash & voucher	Food requirements (mt) Cash/Voucher (US\$)		
		Current	Increase / Decrease	Revised total
General Food Distribution	In-kind food	15 386	6 305	21 691
General Food Distribution	Cash transfers	4 945 405	4 631 115	9 576 520
Nutrition	In-kind food	1 326	188	1 514
Food for Assets	In-kind food	1 551	-	1 551
Food for Assets	Cash transfers	427 534	-	427 534
<b>TOTAL*</b>	In-kind food	18 264	6 493	24 756
	Cash Transfers	4 945 405	4 631 115	9 576 520

## Hazard / Risk Assessment and Preparedness Planning

25. In 2016, refugees in Dzaleka were not supported for one month due to funding constraints. Efforts are underway to develop a funding strategy that includes joint donor alerts and press releases, bilateral interaction with donors and sharing situation reports regularly with all stakeholders, to highlight resourcing shortfalls and implications. Timely confirmation of resources is crucial to the successful implementation of activities. Additionally, while However, budget revision 04 to the PRRO introduced CBT in Dzaleka camp no funding was secured for implementation, hence CBT has not been utilized to date.

26. Pipeline breaks caused by delayed food deliveries has adversely affected WFP operations. The Country Office has worked with the Regional Bureau for forward planning and prioritization of local and regional purchases, together with the utilisation of GCMF, to identify and diversify the availability of commodities.

<sup>9</sup> The transfer value of \$ 0.166/person/day (\$5 per person per month) is calculated based on households purchasing fresh foods such as salt, milk, eggs, vegetables and meat from the local market to improve their dietary diversity.

Approved by:

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David Beasley  
Executive Director, WFP

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Date

<b>PROJECT COST BREAKDOWN</b>			
	<b>Quantity (mt)</b>	<b>Value (US\$)</b>	<b>Value (US\$)</b>
<i>Food Transfers</i>			
Cereals	4 280	1 242 612	
Pulses	476	318 267	
Oil and fats	238	223 107	
Mixed and blended food	1 500	1 032 363	
<b>Total Food Transfers</b>	<b>6 493</b>	<b>2 816 349</b>	
External Transport		24 075	
LTSH		1 009 079	
ODOC Food		106 295	
<b>Food and Related Costs <sup>10</sup></b>			<b>3 955 797</b>
C&V Transfers		4 260 110	
C&V Related costs		371 005	
<b>Cash and Vouchers and Related Costs</b>			<b>4 631 115</b>
<b>Capacity Development &amp; Augmentation</b>			<b>-</b>
<i>Direct Operational Costs</i>			8 586 913
Direct support costs (see Annex I-B)			820 542
<b>Total Direct Project Costs</b>			<b>9 407 454</b>
Indirect support costs (7.0 percent) <sup>11</sup>			658 522
<b>TOTAL WFP COSTS</b>			<b>10 065 976</b>

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<sup>11</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>11</sup> The indirect support cost rate may be amended by the Board during the project.

## ANNEX I-B

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>WFP Staff and Staff-Related</b>	
Professional staff *	100 687
General service staff **	254 005
Danger pay and local allowances	0
<b>Subtotal</b>	<b>354 692</b>
<b>Recurring and Other</b>	<b>124 400</b>
<b>Capital Equipment</b>	<b>8 500</b>
<b>Security</b>	<b>51 000</b>
<b>Travel and transportation</b>	<b>221 950</b>
<b>Assessments, Evaluations and Monitoring<sup>1</sup></b>	<b>60 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>820 542</b>

\* Costs to be included in this line are under the following cost elements: International Professional Staff (P1 to D2), Local Staff - National Officer, International Consultants, Local Consultants, UNV

\*\* Costs to be included in this line are under the following cost elements: International GS Staff, Local Staff - General Service, Local Staff - Temporary Assist. (SC, SSA, Other), Overtime

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<sup>1</sup> Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation.

MAP



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## **ACRONYMS USED IN THE DOCUMENT**

<b>CBT</b>	<b>CASH-BASED TRANSFERS</b>
<b>DRC</b>	<b>DEMOCRATIC REPUBLIC OF CONGO</b>
<b>FFA</b>	<b>FOOD ASSISTANCE FOR ASSETS</b>
<b>GCMF</b>	<b>GLOBAL COMMODITY MANAGEMENT FACILITY</b>
<b>GFD</b>	<b>GENERAL FOOD DISTRIBUTION</b>
<b>IOM</b>	<b>INTERNATIONAL ORGANIZATION FOR MIGRATION</b>
<b>JAM</b>	<b>JOINT ASSESSMENT MISSION</b>
<b>LTSH</b>	<b>LANDSIDE TRANSPORT STORAGE AND HANDLING</b>
<b>MVAC</b>	<b>MALAWI VULNERABILITY ASSESSMENT COMMITTEE</b>
<b>ODOC</b>	<b>OTHER DIRECT OPERATIONAL COSTS</b>
<b>PRRO</b>	<b>PROTRACTED RELIEF AND RECOVERY OPERATION</b>
<b>SBCC</b>	<b>SOCIAL BEHAVIOR CHANGE COMMUNICATION</b>
<b>SGBV</b>	<b>SEXUAL-GENDER BASED VIOLENCE</b>
<b>UNHCR</b>	<b>THE OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES</b>
<b>WFP</b>	<b>WORLD FOOD PROGRAMME</b>