

Crisis response revision of Namibia country strategic plan (2017–2022) and corresponding budget increase

	Current	Change	Revised
Duration	July 2017– June 2022	No change	July 2017– June 2022
Beneficiaries	0	74 432	74 432
	<i>(USD)</i>		
Total cost	7 258 555	6 304 724	13 563 279
Transfers	4 938 357	5 467 138	10 405 495
Implementation	1 564 451	432 155	1 996 606
Adjusted direct support costs	310 780	18 795	329 575
Subtotal	6 813 588	5 918 087	12 731 675
Indirect support costs (6.5 percent)	444 968	386 636	831 604

Gender and age marker*: 2A

* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

Rationale

- Namibia is experiencing one of its worst droughts of the last 35 years, according to a climate study completed by WFP and the Ministry of Environment in 2019. On 6 May 2019, the Government of Namibia declared a state of emergency in response to the rapidly deteriorating conditions. It subsequently issued a *Drought Disaster Appeal for Assistance* for all affected sectors for the June 2019–March 2020 period, valued at approximately USD 53 million.
- Large parts of the country registered 50 percent below average rainfall between October 2018 and early April 2019, severely limiting water availability and resulting in widespread crop failure and livestock deterioration and death. This situation is worsened by the impact of pest and disease outbreaks, including fall armyworm, foot and mouth disease and hepatitis E. Total cereal production country-wide is expected to decrease by 53 percent compared to the 2017–18 cropping season, according to the 2019 Crop Prospect Assessment completed by the Ministry of Agriculture. Based on the national cereal production balance sheets for 2018–19, Namibia is estimated to have a cereal deficit of 212,000 metric tons (mt) compared to 127,000 mt in the previous marketing year due to very low production.
- According to the Namibia Vulnerability Assessment Committee (NamVAC), led by the Office of the Prime Minister, 5 percent of households interviewed in 2019 were food- and nutrition-secure, 22 percent were marginally food- and nutrition-insecure, 31 percent were moderately food-insecure and 42 percent were severely food- and nutrition-insecure. Based on the NamVAC analysis and recommendations, nearly 290,000 people are in urgent need of humanitarian assistance¹ across the country's 14 regions. The Government has mobilized USD 21.5 million for the entire response. However, the Government's food basket under its

¹ This population is spending 75 percent or more of their income on food expenditures.

drought food assistance programme will meet only 14 percent of the recommended 2,100 kcal per person per day, given limited funding.

4. Results of the June 2019 NamVAC Vulnerability Analysis and Assessment (VAA) reveal that the overall food security situation has deteriorated in most regions since 2016, with a significant increase in the proportion of populations in need of urgent action to protect their livelihoods and reduce food access deficits. The NamVAC results also show that the lean season is expected to start earlier than usual due to low crop production and to result in higher prices for staple foods. Given the widespread poor harvests this year, most subsistence farming households are expected to exhaust their crops within zero to three months, compared to the average three to five months, resulting in large food consumption gaps.
5. Malnutrition levels are increasing;² families are exhausting almost all their coping mechanisms and there is less and less food available. According to the VAA 2019, almost 5 percent of women of child bearing age were found to be severely malnourished and 9 percent were found to have moderate malnutrition. Approximately 15 percent of women were identified as malnourished in urban areas, and 13 percent in rural areas. The elderly are also particularly vulnerable because they are often overlooked in emergencies and are not prioritized for assistance.
6. Humanitarian food assistance is required to enable vulnerable households to cover food consumption gaps, help prevent further deterioration of nutritional status, and avoid the distress sale of productive assets, such as livestock.

Changes

Strategic orientation

7. This third revision to the country strategic plan (CSP) will enable WFP to respond to the Government's emergency declaration and request for assistance through the addition of a crisis response outcome and activity:
 - Strategic outcome 3: Targeted food-insecure households affected by climatic shocks in Namibia benefit from enhanced access to adequate food and nutrition during and in the aftermath of crises.
 - Activity 5: Provide food assistance to vulnerable people affected by shocks.
8. WFP's emergency response plan is aligned with the priorities of the Government and the United Nations' integrated response plan. From October 2019 to March 2020, WFP will supplement the Government's drought response programme in the two regions most severely affected by food insecurity, Kavango East and Kavango West, where Government is targeting 74,000 beneficiaries.
9. The provision of food assistance to vulnerable people will temporarily expand the scope of the Namibia CSP beyond its current focus on technical assistance to enhance government institutions, systems and programmes. In keeping with its core function, WFP will provide support to the Government throughout the drought response to strengthen national emergency logistics and supply chain management, monitoring, and accountability mechanisms for affected populations. In addition, WFP will continue to work with government entities under existing strategic outcomes 1 and 2 to support development and

² The 2013 Namibia Demographic and Health Survey reported that 6 percent of children under age five were wasted. The current wasting rate in this group is unknown but predicted to be increasing. UNICEF has been supporting the Government in treating malnourished children and pregnant and lactating women.

review of national and regional emergency contingency plans, strengthening of early warning systems for disaster preparedness and management, and evidence building to inform policy decisions and programmes for zero hunger.

Targeting approach

10. The Government emergency drought response will provide 290,000 men, women, girls and boys in need of assistance across the country with a daily food ration comprising of 67g maize meal, 3.8g vegetable oil and 11g tinned fish, representing 296 kcal per person or 14 percent of daily requirements. In Kavango East and Kavango West, where food insecurity and malnutrition are most severe, WFP will complement the Government ration with unconditional food or cash-based transfers to cover the remaining food gap per person (1,804 kcal or 86 percent of the total 2,100 kcal daily requirement). WFP will advocate for other actors and stakeholders to address the food and nutrition needs of those not covered by the Government emergency response and this operation.
11. Working through existing government structures, WFP and cooperating partners will support participatory beneficiary registration processes to ensure that households most affected by the drought are identified and targeted. WFP will advocate for women to assume 50 percent of leadership positions in distribution committees to promote equitable distributions, for women to be the recipients of food assistance on behalf of their households (given the central role they play in providing food for their family and in taking care of children), and for female-headed households and other vulnerable groups, including the elderly, to be prioritized in food distribution lists.
12. WFP will also enhance government capacities in logistics and supply chain management at the national level and in the target regions through trainings and mentoring.

Transfer modalities

13. WFP's choice of transfer modality will be informed by the results of market assessments undertaken jointly by Government and partners.
14. Where food transfers are more efficient (for instance, where there is limited beneficiary access to functioning markets), WFP will complement the Government's drought assistance with a daily food ration comprising of: 383g maize meal, 60g split peas, 21g of oil and 5g of salt. The country office will use the existing and functioning food distribution structures under the government relief food programme managed by the Office of the Prime Minister.
15. Cash-based transfer (CBT) values have been estimated based on local retail prices for commodities in the WFP food ration, taking into consideration seasonal price fluctuations using consumer price index trends from the last five years. WFP will leverage existing contracts with mobile money service providers and a microfinance institution and use the SCOPE platform to manage beneficiary cash entitlements.
16. While prices in US dollars have remained stable over the past several months, they have progressively increased in the local currency, including for basic commodities. To ensure people assisted through cash access the full intended value of the transfer, WFP will regularly monitor the prices of food commodities to inform a modality switch when required.
17. Together with the Government food basket, WFP food or cash transfers will meet the full requirements of 2,100 kcal per person per day.
18. WFP will promote good nutrition across targeted households through delivery of health and nutrition messages focusing on good feeding practices, including dietary diversification, food preparation and hygiene during all distributions.

Partnerships

19. WFP will coordinate its emergency response with the Government, in line with the Memorandum of Understanding signed with the National Planning Commission in 2017. A coordination platform has been established under the leadership of the Office of the Prime Minister, with WFP, ministries and other United Nations agencies, donors and non-governmental organizations (NGOs) serving as members. WFP will work closely with the regional councils who will play a critical role in beneficiary selection, provision of storage and security of food commodities at a subnational level.
20. WFP is establishing new partnerships with NGOs already involved in the drought response in affected areas. Field-level agreements with NGO cooperating partners will be signed to facilitate distribution of food and/or cash to targeted households. WFP will collaborate with the Ministry of Health and Social Services (MHSS) to disseminate messages on nutrition, water, sanitation and hygiene, and infant and young child feeding practices to beneficiaries during distributions. These will be coupled with messages on gender equality and women's empowerment in collaboration with the United Nations Population Fund. WFP and MHSS will train community health workers in Kavango East and Kavango West to strengthen screening and referral of malnourished children under age 5 and pregnant and lactating women at health facilities, and to improve the quality and timeliness of data collection and reporting.
21. WFP will work with all United Nations agencies, including United Nations Children's Fund (UNICEF), World Health Organization and the Food and Agriculture Organization of the United Nations to ensure complementarity between respective interventions.

Country office capacity

22. Due to the expanded scope of the CSP, staffing will be increased for logistics, supply chain, and programme staff to ensure stronger field presence, coordination support, close monitoring of distributions, as well as full complementarity of assistance with Government and other stakeholders. These staff will support WFP's work with Government at the national and regional levels, and coordinate the work of cooperating partners.

Supply chain

23. Namibia has an effective transport network, from its port in Walvis Bay through to its trunk and feeder roads and railway system. Storage facilities in Windhoek and at regional level are adequate and secure, and there is availability of reliable transport through private sector trucking companies. However, access to some of the rural areas most affected by drought in Kavango East and Kavango West will require transport over rough terrain and long distances, increasing the cost of secondary transport from regional storage facilities/extended delivery points to final distribution points.
24. Owing to the drought, local food prices have increased significantly. The price of food in the national strategic grain reserve, for instance, is over four times the price of grain in the region. WFP will therefore prioritize purchase of food commodities from neighbouring countries.
25. WFP is providing capacity strengthening in logistics and supply chain management to Government at the national level and will extend this support to target regions to help resolve operational supply chain and logistics capacity constraints.

Monitoring and evaluation

26. WFP will ensure that a rigorous monitoring and evaluation system is in place, aligned with the Corporate Results Framework. The country office's monitoring, review and evaluation plan has been adjusted to outline how the performance of the new crisis response activity, output and strategic outcome will be measured, in accordance with WFP standards and guidelines. National NGOs will be contracted to collect and analyse process indicator data on a monthly basis as well as outcome indicator data at the beginning and end of the operation. Monitoring data will be disaggregated by sex and age, taking into consideration disabilities, and used to make any required adjustments to implementation throughout the operation.
27. The June 2019 NamVAC Vulnerability Analysis and Assessment provides baseline data against which results will be assessed at the end of the emergency response. WFP will strive to strengthen beneficiary registration and tracking using its SCOPE system to increase efficiencies in beneficiary monitoring, reporting and accountability.
28. WFP's monitoring and reporting on outcome, output and process indicators will be coordinated with cooperating partners and the Office of the Prime Minister. WFP will continue to support government monitoring capacities through knowledge and skills transfer, with special attention on the use of mobile information technologies to enhance the efficiency and quality of information collected and reported.

Protection and accountability to affected populations

29. Men and women in targeted communities will be involved in the registration of beneficiaries. Affected communities will be educated on the value of having equal representation and participation of men and women (including disabled and elderly individuals) in leadership positions in distribution committees, and on the importance of dividing food equally within households, so that women, traditionally viewed as holding less social power,³ can derive equal benefits and access their entitlements. Cooperating partners will sensitize communities on the negative effects of gender-based violence.
30. Information related to accountability to affected populations will be integrated in regular updates to the Government and through WFP corporate reports. At the grassroot level, WFP will ensure that community consultations with female beneficiaries are undertaken, to foresee negative effects which could arise within households due to food distribution modalities and so that women can provide feedback on the activities and assistance received. This information will be used to improve WFP's approach to the programme. In addition, a complaint mechanism will be set up at distribution points to ensure that concerns of affected populations are channelled to the appropriate institutions for immediate attention.
31. WFP will support the Government in integrating the principles for accountability to affected populations into Namibia's drought response strategy, which is under development. The country office will monitor and evaluate activities and use sex and age-disaggregated data from consultations and feedback mechanisms to inform future programming.

³ Legal Assistance Centre (2017). *Namibia Gender Analysis*, Delegation of the European Union to Namibia, Page 260.

Proposed exit strategy

32. The drought response is coordinated by the Office of the Prime Minister with support from the Ministry of Poverty Eradication and Social Welfare and falls within the broader national resilience and social protection programmes. Through its new strategic outcome and corresponding activity, WFP will provide unconditional food assistance to the communities that are most severely affected by drought until the next planting season, when they will once again be able to sustain themselves. Subsequently, households still in need of support will continue to benefit from the Government's drought and social protection schemes.
33. WFP's drought operation will provide direct entry points to strengthen government agencies' emergency response capacities at central and decentralised levels, including in logistics and supply chain management, and will promote effective transition from humanitarian response to recovery and development. WFP will cooperate with the Government and United Nations agencies in conducting needs assessments during the recovery phase. These will form the basis for future support to affected populations, including through CSP strategic outcome 1 on enhancing government capacity to ensure vulnerable people's access to food, and Strategic outcome 2 on evidence-based government policy dialogue and programme design.

Risk management

34. Operational risks that could affect people assisted through WFP programmes include those related to gender inequalities, such as perceived threats to women in leadership positions, gender-based violence or sexual exploitation or abuse. Additional operational risks include exclusion and inclusion errors during identification and registration of beneficiaries. While everyone can be affected by natural hazards, women, children, people with disabilities, the chronically ill and the elderly are known to face greater challenges in accessing food assistance. WFP will therefore conduct assessments to understand the different needs of vulnerable groups to ensure that identification and registration of affected communities and distribution of food entitlements are sensitive to vulnerabilities.
35. As Namibia is an upper middle-income country, interest from external donors is generally limited. Lack of contributions therefore represents a strategic risk that could compromise WFP's planned response to the drought and potentially undermine the organization's role as an effective lead agency for food and nutrition security. To ensure sufficient resources are mobilized and expand its donor base, WFP will continue to engage with new donors, including ones without formal presence in Namibia.
36. To maximize local buy-in and ownership, WFP will continue to support the Government in assuming a leadership role in the food security agenda and to provide demand-driven support in line with government priorities.

Beneficiary analysis

Strategic outcome	Activity	Period	Modality	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total	
3	5	Current	Food	-	-	-	-	-	
			CBTs	-	-	-	-	-	
		Increase	Food	13 199	11 705	10 598	9 398	44 900	
			CBTs	8 682	7 699	6 970	6 181	29 532	
		Revised	Food	13 199	11 705	10 598	9 398	44 900	
			CBTs	8 682	7 699	6 970	6 181	29 532	
		Total (without overlap)	Current	Food	-	-	-	-	-
				CBTs	-	-	-	-	-
Increase	Food		13 199	11 705	10 598	9 398	44 900		
	CBTs		8 682	7 699	6 970	6 181	29 532		
Revised	Food		13 199	11 705	10 598	9 398	44 900		
	CBTs		8 682	7 699	6 970	6 181	29 532		
All modalities	21 881		19 404	17 568	15 579	74 432			

Transfers

	Strategic outcome 3	
	Activity 5	
Beneficiary type	Standard	Standard
Modality	Cash-based transfers	Food
Cereals	-	383
Pulses	-	60
Oil	-	21
Salt	-	5
Total kcal/day	1 804	1 804
% kcal from protein	-	9.2
Cash-based transfers (USD/person/day)	0.48	-
Number of feeding days per year	180	180

TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS AND VALUE						
Food type/cash-based transfer	Current budget		Increase		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	-	-	3 095	900 763	3 095	900 763
Pulses	-	-	485	460 674	485	460 674
Oils and fats	-	-	170	117 787	170	117 787
Salt	-	-	40	3 435	40	3 435
Total (food)	-	-	3 790	1 482 659	3 790	1 482 659
Cash-based transfers	-	-	-	2 551 565	-	2 551 565
Total (food and CBT value)	-	-	3 790	4 034 224	3 790	4 034 224

Cost breakdown

37. With the introduction of strategic outcome 3, direct support costs (DSC) will increase by USD 18,795. This increase is primarily due to the additional staff needed to manage food distributions, the vehicle costs for travel to distribution sites, and the storage facilities.
38. While there are no changes in the existing capacity strengthening and service delivery activities under strategic outcome 1 and strategic outcome 2, the DSC and indirect support costs are apportioned against all activities in the budget, with crisis response (strategic outcome 3) weighted more heavily. This explains the slight reductions in the budget of strategic outcomes 1 and 2.

TABLE 4: COST BREAKDOWN OF THE REVISION ONLY (USD)				
	Strategic Result 1/ (SDG Target 2.1)		Strategic Result 5/ (SDG Target 17.9)	Total
	Strategic outcome 1	Strategic outcome 3	Strategic outcome 2	
Focus area	root causes	crisis response	resilience building	
Transfers	0	5 467 138	0	5 467 138
Implementation	0	432 155	0	432 155
Adjusted direct support costs	-	-	-	18 794
Subtotal	-	-	-	5 918 087
Indirect support costs (6.5 percent)	-	-	-	386 636
Total	-	-	-	6 304 724

TABLE 5: OVERALL CSP COST BREAKDOWN, AFTER REVISION (USD)

	Strategic Result 1/ (SDG Target 2.1)		Strategic Result 5/ (SDG Target 17.9)	Total
	Strategic outcome 1	Strategic outcome 3	Strategic outcome 2	
Focus area	Root causes	Crisis response	Resilience building	
Transfers	3 531 940	5 467 138	1 406 417	10 405 495
Implementation	880 461	432 155	683 990	1 996 606
Adjusted direct support costs	148 020	103 911	77 643	329 574
Subtotal	4 560 421	6 003 203	2 168 050	12 731 675
Indirect support costs (6.5 percent)	297 737	391 613	142 255	831 604
Total	4 858 158	6 394 816	2 310 305	13 563 279

Acronyms used in the document

CBT	cash-based transfer
CSP	country strategic plan
DSC	direct support costs
MHSS	Ministry of Health and Social Services
NamVAC	Namibia Vulnerability Assessment Committee
NGOs	non-governmental organizations
VAA	Vulnerability Analysis and Assessment