

# Southern Africa Crisis Response

---

## SYNOPSIS

|                          |   |
|--------------------------|---|
| Project Country:         | <b>Southern Africa Region</b>                     |
| Project Number/Title:    | <b>EMOP 10200/Southern Africa Crisis Response</b> |
| WFP Food Cost:           | <b>US\$ 193,154,209</b>                           |
| Total Cost:              | <b>US\$ 507,273,091</b>                           |
| Number of Beneficiaries: | <b>10,255,850</b>                                 |
| Duration:                | <b>9 months (1 July 2002 – 31 March 2003)</b>     |

---

## I. BACKGROUND AND RATIONALE FOR PROVIDING ASSISTANCE

### A. Background

1. Food security in the Southern Africa region is at its lowest level since 1992, when a devastating drought struck ten countries in the region. Today there are six countries in the region –Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe– where approximately 13 million people are facing a severe food crisis over the next nine months. These countries have generally benefited from sustained periods of peace and stability in recent years, allowing national governments to focus on development priorities. Recent shocks threaten to erode current development efforts. The contributing factors are many and vary from country to country, as does the severity of the crisis. Among the principal factors are a volatile mix of drought, floods, disruptions to commercial farming, the absence of effective food security and governance policies, depletion of strategic grain reserves, poor economic performance, foreign exchange shortages and delays in the timely importation of maize. The complex interaction between these dynamics is expected to dramatically reduce both availability of, and market access to, cereals throughout the region.
2. Underlying factors reduce household and national resilience to the current shocks. The region has the highest rates of HIV/AIDS infection in the world, ranging from 13% of the adult population in Mozambique to over 25% in Swaziland. In addition to lost productivity, lost income, and increased time pressures on caregivers, the impact of HIV/AIDS is changing family structures (with increasing numbers of elderly and child-headed households) as well as exceeding community care capacities throughout the region. Macro-economic indicators are in decline throughout the region. One indicative example is that the percentage of Malawi's population living below the poverty line increased from 60% in 1996 to 65% in 2001. Similar trends are found throughout the region (see Annex I for specific human development indicators).
3. The nutritional situation in the region is characterized by high levels of chronic malnutrition among children under five years of age. This is a reflection of the ever present vulnerability of the populations to a variety of risk factors related to food, health, and care. Although baseline global acute malnutrition levels among under fives reflect a typical development setting (5-10%), it is noted that the underlying vulnerability may lead to a rapid increase in acute malnutrition during the current

crisis, which is expected to affect not only food intake but also health care and caring practices. Furthermore, chronic malnutrition, impairing physical and intellectual development, may increase beyond the baseline figures. Once set in, it is largely irreversible.

4. Thus, the current shocks, in concert with underlying food insecurity, high prevalence of HIV/AIDS and chronic malnutrition, have led to a dire situation across the region that requires immediate humanitarian assistance.

## **B. Assessments**

5. In anticipation of the impending crisis, national governments from each of the six affected countries requested FAO/WFP Crop and Food Supply Assessment Missions (CFSAMs). Conducted during the main harvest seasons in April and May 2002, the CFSAMs determined that there would be a 4,071,300 MT cereal deficit for the six countries combined up until March 2003. After accounting for anticipated government programmes and commercial imports, the missions determined that approximately 1.2 million tonnes of emergency cereal food aid will be required between April 2002 and March 2003 to assist 12.8 million vulnerable people. National Governments, SADC, the USAID-funded FEWS NET, SCF-UK, donors, NGOs, and a variety of other organizations were active contributors to the CFSAMs, resulting in a high-degree of consensus in the conclusions.
6. In each of the countries vulnerable populations were stressed last year as well, requiring many people to engage in negative, or distress, coping strategies. The CFSAMs learned of many such examples, including: withdrawing children from school, pre-mature consumption of harvest, sale of capital assets, on-farm crop theft, prostitution, migration both domestically (to urban areas and across districts) and internationally, increased time spent on casual labour that detracts from own-farm production, skipping meals, and eating wild and sometimes poisonous foods. Without large-scale humanitarian assistance, these distress coping strategies can be expected to occur again this year. The stretched coping capacity also illustrates the decreased resilience of vulnerable populations coming into this current crisis.

**Table 1. Key findings of the CFSAMs regarding cereal food aid needs for each country.**

| <b>Country</b>    | <b>Peak Pop in Need of Food Aid</b> | <b>Percent of total population in Need</b> | <b>MT Cereal Food Aid Needs through March</b> | <b>Cereal Food Aid as % of National Requirement</b> |
|-------------------|-------------------------------------|--|---|---|
| <b>Zimbabwe</b>   | 6,075,000                           | 46   | 705,000                                       | 33  |
| <b>Malawi</b>     | 3,188,000                           | 28   | 208,000                                       | 11  |
| <b>Zambia</b>     | 2,329,000                           | 21   | 174,000                                       | 10  |
| <b>Mozambique</b> | 515,000                             | 3  | 62,000  | 2   |
| <b>Lesotho</b>    | 445,000                             | 20   | 50,000  | 14  |
| <b>Swaziland</b>  | 231,000                             | 21   | 12,000  | 7   |
| <b>Region</b>     | <b>12,783,000</b>                   | <b>22</b>                                  | <b>1,211,000</b>                              | <b>13</b>   |

7. While the CFSAMs focused on national cereal balances and resulting food aid requirements, a humanitarian response will also require commodities other than cereals alone. Similar dynamics that affect cereal availability and access are also limiting access to other important food basket commodities such as pulses and oil.
8. The CFSAMS revealed the following characteristics of the food crisis in each country:
9. **Lesotho:** Severe weather variability, including hail and frost, for the second year in a row caused a decline of 33 % on an already poor harvest of the last season. Lesotho expects to have a total cereal deficit of 338,400 Mt for this consumption year (through March 2003). The country normally imports the majority of its cereals, as opposed to own production. This year, not only has local production declined dramatically, but the economic shock of increased retrenchment from South Africa and lost income due to HIV/AIDS (prevalence 24%) has meant that many households have minimal own farm production and as well cannot afford high maize prices. Women head 60 % of all households, and these households are frequently the poorest. The Government has already allocated about 2.3 million dollars for the procurement of maize meal for free distribution to the most needy section of the population, as well as for sale at a subsidised price to those who cannot afford to pay the market price.
10. **Malawi:** A poor 2001 harvest and mismanagement of the country's Strategic Grain Reserve and delayed grain imports led to critical shortages of food in markets late last year. This year's harvest is estimated to be 10% less than last year's poor harvest, leading to a total cereal deficit of 485,000 Mt. However the actual consumable harvest will be even lower because poor households, of which a large proportion are headed by women, have been eating an abnormally-high percentage of immature (green) maize in order to survive during the previous months of February-April. Although the immediate food shortages have now been temporarily relieved by the harvest, the food stocks for many households, which typically last up to December, will run out by September/October.
11. Record-high maize prices last year surpassed the average family's daily purchasing power by over three times. This year similar market trends are expected and will compound poor households' ability to meet their basic food needs. Due to the food crisis, the increase in the number of people searching for casual labour has led to a decline in opportunities and daily wage rates. Women and the elderly are directly affected as they are not as competitive in the casual labour market.
12. **Mozambique:** Severe dry weather during the 2001/2002 cropping season sharply reduced crop yields in southern and parts of central Mozambique. This comes on the heels of devastating floods in both 2000 and 2001 in the same areas. Although national cereal production is up 5% from 2001, there still remains a deficit of 642,000 Mt. The Northern region of the country had an overall surplus of 100,000 Mt, but this cannot be transported economically to the South due to long distances, poor infrastructure, and the proximity of markets in Malawi.
13. In addition to erratic rainfall, the overall economy is affected by reduced cash remittances from South Africa, particularly for households in southern Mozambique. In times of declining cash remittances, families headed by women are unable to hire labour for cultivation, reducing the area planted and household

crop production. In southern Mozambique women head up to 60% of the rural households. For this group, the coming months will be particularly difficult.

14. **Swaziland:** Erratic weather for a third consecutive year, including a prolonged dry spell, severely affected crops. Production is 18% below last year's poor harvest and 37% below the average output in the last 5 years. The total cereal import requirement this year will be 111,000 Mt, over two times as much as last year. Declining employment and remittances from South Africa have compounded the food security situation, and forced more male migration than usual. This has increased the burden on women in terms of ensuring their household's food needs. Women head 30% of the rural households.
15. **Zambia:** Heavy crop losses from the drought in the West, South and East of the country have left more than one person in five, about 2.3 million people in need. Overall, there has been a substantial decline in maize production this season, partly due to irregular rainfall as well as inadequate fertilizer, and low quality seeds. Maize production is down 50-75% in affected areas as compared with the five year average. This year's total cereal deficit is expected to be 626,000 Mt. The heavy reliance of rural populations on a single crop, maize, makes them highly vulnerable to food shocks. Contributing to the crisis has been the inadequate handling of food security stocks, which have inhibited both the Government and the private sector's ability to address countrywide needs in a timely fashion.
16. The extremely high rates of HIV/AIDS infection (20% in 2002) and chronic child malnutrition, 59% in 2002, highlight the underlying vulnerabilities of those in need. Absorptive capacities to care for orphans within the rural communities is stretched to the extent that urban relatives are called upon for support. Combined with the current food shortage situation, this will further spread the care burden into urban areas.
17. **Zimbabwe:** An immediate and severe food crisis continues to worsen in Zimbabwe, where the total cereal deficit is expected to be 1,869,000 Mt. The Government's inability to buy and import sufficient grain, a ban on private sector commercial grain imports, and price controls have drained the country of food stocks. At the same time, failure of rainfall in January and February 2002 decimated communal-sector crop production, and a 'fast-track' land reform led to a collapse of the commercial farming sector. It is estimated that cereal production has fallen by 57% from last year's already poor harvest. Grain is simply not available for sale for most people, and black-market prices are beyond the reach of most. Devaluation of the Zim Dollar is rampant at 120% per annum. Food security is further undermined by extremely high rates of HIV/AIDS prevalence, which affects approximately 25% of the adult population.
18. Successful intervention on the current food crisis will depend on government policy changes, including allowing private sector commercial imports, lifting price controls, and allowing private sector grain movements in the country. Without increased involvement of the private commercial sector, the food crisis will continue to worsen.

### ***C. Key food security assumptions and risks***

19. The FAO/WFP assessments were conducted during or immediately following the main harvest periods in each country, and attempted to forecast food security

conditions through March 2003. During the nine months ahead there are a significant number of critical events which may affect assumptions made during the assessments, and indeed could require adjustment of the humanitarian response. These assumptions include:

- That the outcome of the winter harvests in each country (due in August/September) will be as estimated in the CFSAM;
- That government policies (particularly allowing private sector commercial imports and allowing markets to function) will enable effective humanitarian response;
- That import commitments from large-scale private sector importers will be as estimated in the CFSAMs;
- That the consumer price of maize and other key commodities will be within reach of non-beneficiary households;
- That the upcoming main planting season will have reasonable conditions, ensuring not only a recovery period, but labour opportunities for rural households;
- That outright civil unrest and large-scale displacement will not occur. If this does happen, not only will the needs increase, but the type of response will change. The political-economic situation in Zimbabwe, in particular, must be monitored very closely, as the volatile mix of factors there could lead to large-scale population displacement.

20. These assumptions are among the factors which will be continuously monitored through a collaborative food security assessment approach (see section VIII, Rolling Assessments). Contingency planning has played a key role in enabling WFP to respond quickly to the crisis in southern Africa. Ongoing contingency planning and preparedness, undertaken at the regional and country levels in collaboration with key partners, will be critical elements in ensuring the success of our collective response to the crisis.

#### **D. Response**

**Table 2. Cereal Food Aid as compared to Overall Deficit and Commercial Imports<sup>1</sup>**

|   |                         |
|---|-------------------------|
| Total Cereal Deficit for Six Countries  | 4,071,300 Mt            |
| Estimated Commercial Imports  | 2,671,000 Mt            |
| Proposed WFP Cereal Distribution (EMOP 10200)                                       | 809,463 Mt <sup>2</sup> |
| Outstanding Cereal Deficit to be Covered by Government Programmes and NGO Pipelines | 590,837 Mt              |

21. WFP will cover 67% of the food aid cereal needs identified in the CFSAM reports (see table1). Key factors guiding WFP's response planning include meeting the needs of the most vulnerable populations, realistic implementation capacity, enabling government policies and complementary government and NGO interventions. The critical role of the commercial sector and additional food aid needs to be covered by government programmes and NGO pipelines are

<sup>1</sup> Total cereal deficits and estimated commercial imports are derived from the FAO/WFP Crop and Food Supply Assessment Mission reports (April/May 2002). Although the cereal deficits are annual starting from April, actual deficits are expected to be realized at much higher levels as the year progresses.

<sup>2</sup> This tonnage refers to actual distribution (727,059 MT cereal appeal plus 82,404 MT cereal carry over)

highlighted in Table 2. Should the coverage by these other key stakeholders fall below the levels estimated, WFP may need to adjust upwards its emergency food aid requirements to ensure basic cereal food needs are met.

22. The crisis warrants a regional response. Although each country has unique circumstances that have led to the current crisis, HIV/AIDS, climatic conditions, chronic malnutrition, economic inter-dependency during a time of declining macro-economic indicators, and the potential for international migration are cross-cutting issues throughout the region. Comprehensive programme design will benefit from a regional approach. Logistical operations will require a regional approach to avoid congestion, ensure smooth pipelines, and allow for flexibility in food distribution. Continual monitoring of food security conditions will also be coordinated from a regional perspective, allowing for comparable results across countries. Food security conditions in Namibia will also be closely monitored. As well, there are many regional institutions with which WFP will closely collaborate on programme, policy, logistical, and food security monitoring issues. The Southern Africa Development Community (SADC) is a major coordinating body in the region, and WFP has already established close links to ensure an effective response.

23. Since September 2001, WFP has initiated emergency operations in the region to mitigate the early signs of food shortage, particularly in Zimbabwe and Zambia. Malawi followed with an initial intervention for selected areas in the country at the beginning of 2002, followed by a larger scale operation, approved in May 2002. Table 3 provides an overview of the numbers of beneficiaries targeted by the ongoing emergency operations, their food requirements and costs. As of June 21, 2002, the operations were approximately 50% resourced.

**Table 3. Current WFP Emergency Operations in the southern Africa region**

| Country    | EMOP no. | Duration   | No. of benef. | Food req. (MT) | Total cost (USD) | Contrib. as of 21 June | Approval date |
|------------|----------|------------|---------------|----------------|------------------|------------------------|---------------|
| Malawi     | 10201    | June-Sept. | 2,085,000     | 56,540         | 37,261,850       | 8,923,965              | 28 May 2002   |
| Mozambique | 10186    | May-July   | 400,000       | 19,573         | 10,223,278       | 6,945,531              | 17 May 2002   |
| Zambia     | 10120    | Dec-July   | 1,288,590     | 42,640         | 18,949,915       | 14,968,917             | 13 Nov 2001   |
| Swaziland  | 10206    | June-July  | 144,000       | 4,190          | 2,075,255        | 1,000,000              | 6 June 2002   |
| Lesotho    | 10203    | June-Aug.  | 97,600        | 4,569          | 2,159,132        | 1,000,000              | 6 June 2002   |
| Zimbabwe   | 10140    | Nov-Oct.   | 558,000       | 116,651        | 60,291,088       | 33,449,675             | 26 Nov 2001   |
| TOTAL      |          |            | 4,573,190     | 244,163        | 130,960,518      | 66,288,088             |               |

24. Upon approval of the Regional Emergency Operation, all ongoing country specific EMOPs related to this particular crisis will be suspended, with stocks and funds carried over to the regional operation. New contributions will be solicited under the regional operation only.

25. To kick-start the WFP response to the crisis and to gear up the operational capacity of the Country Offices, US\$ 5 million were released from WFP's Immediate Response Account. The funds are being used for start-up costs, to secure temporary staff, establish new sub-offices where needed and for purchase of commodities regionally.
26. A Special Operation (SO) for a WFP Regional Management Coordination Unit for the Southern Africa Crisis Response EMOP was approved by the Executive Director on 28 May for a total cost of US \$ 3,445,153. An additional US\$ 1 million from the WFP Immediate Response Account (IRA) has been approved for this SO.
27. Humanitarian response to the current crisis will have to coincide with increasing needs leading up to the next main harvest in April/May 2003. While there are country-specific variations, three time periods capture the seasonal trends: July-August, September-November, and December-March 2003. The early stages follow the most recent harvest and require less assistance. September-November is a distinct period, as many households will run out of food stocks by September. This is also the field preparation and planting season. Without energy or with the need to be searching for casual labour, vulnerable farmers will not be able to prepare their fields, which could lead to a worsening of the food crisis in the future. This will also be a critical time for agricultural input interventions. The most critical food security period will be December through March 2003, when food stocks will be depleted, prices will be high, and humanitarian needs will be great. The next main harvest is expected in April 2003.
28. Although the current situation is characterized by a severe shortage of cereals, particularly maize, the reduced production capacity and purchasing power of many households demand a wider approach than the mere distribution of cereals. Food provision does not only address the survival needs of the individual. Availability of appropriate food items on a sufficiently wide scale will allow households and communities to maintain care and support structures, that are of particular importance in high HIV/AIDS prevalence areas. Furthermore, adequate food provision will allow prioritization of household resources to a wide variety of needs, including education, health care, clothing and investments in productive activities.
29. Although there has been a severe deterioration in the food security situation for millions of people in southern Africa, a prompt response by donors combined with effective mechanisms for delivery and distributing emergency food assistance could prevent the current crisis from evolving into a humanitarian tragedy.

---

## **II. GOVERNMENT POLICIES AND ACTIONS**

30. As noted in the background section, drought and erratic rainfall, combined with social, economic and political conditions specific to each country, have resulted in a severe food security crisis with regional dimensions. Declarations of disaster and/or requests for emergency assistance have been issued by the six countries included in this Regional EMOP. Given that drought and other types of natural disaster are recurring phenomena in Southern Africa, most of these Governments already had disaster management and co-ordination structures/mechanisms in place and have made efforts to further strengthen these in consultation with key stakeholders at both national and sub-regional levels. WFP is preparing an

Implementation Strategy document which will provide more details on WFP, Government and Partner roles.

31. At the UN Consultation on Humanitarian Needs in Southern Africa, convened on 6-7 June in Johannesburg, co-chaired by WFP and OCHA, the primary responsibility of Governments for promoting the food security of their populations was stressed. Participants called upon SADC and affected Member States to take all possible measures both to facilitate the delivery of relief aid and to minimise the levels of food aid required through external assistance. Promoting the role of the private sector and enabling commercial imports were cited as particularly important. Constructive dialogue among key stakeholders on policy issues which could constrain the effectiveness of the planned humanitarian response must be continued. Failure to do so would inevitably result in loss of life among those affected by the current crisis.

---

### **III. OBJECTIVES OF WFP ASSISTANCE**

32. This operation will contribute towards saving lives and livelihoods in a context of adverse climatic conditions, economic decline and high HIV/AIDS prevalence levels. While pursuing gender equality and advocacy for women's empowerment in access and management of food resources in all its operations, this EMOP directly aims to
- prevent severe food shortages at household level that could lead to the deterioration of nutritional status and starvation;
  - safeguard the nutritional well being of vulnerable segments of the population such as People Living With HIV/AIDS (PLWHA), children, expectant and nursing women, and the elderly;
  - preserve productive and human assets;
  - prevent distress migration from affected areas to urban centers and neighbouring countries.

---

### **IV. BENEFICIARIES**

33. This EMOP will provide assistance to a total of 10,255,850 people through a variety of food aid activities. Large scale food distributions through General Food Distribution (GFD) and Food For Work (FFW) will provide a contribution to the household food basket to 9,913,000 people. These people live in rural areas, affected by adverse climatic conditions, where coping strategies have been seriously depleted due to repeated natural stress factors and the increased burden of care for PLWHA, AIDS orphans and affected families. Typically the groups who have been most affected are those who have suffered two consecutive poor harvests, have little or no assets such as livestock, are single or no parent families, have no alternative income sources, and are dependant on purchasing food from markets.
34. The operation will also provide support to urban populations in Lusaka (Zambia), where reduced purchasing power and decreased access to markets has rendered them extremely vulnerable to food shortages. Furthermore, rural to urban migration and the support for large numbers of children, including orphans, from

rural family members, have increased the care burden beyond the absorptive capacity.

35. Special support will be provided to school age children in Malawi and Lesotho so as to ensure their maintained attendance. Furthermore, malnourished children and expectant and nursing women at risk of malnutrition, will be targeted through selective feeding programmes in Malawi. Selective feeding will be provided across the country and thus will not target specifically as per the geographical vulnerability criteria.

**Table 4. Gender disaggregated beneficiary figures (peak) of large scale food distribution (GFD/FFW).**

| Country           | Activity     | Women            | Men              | Total            |
|-------------------|--------------|------------------|------------------|------------------|
| <b>Zimbabwe</b>   | GFD          | 1,951,500        | 1,951,500        | 3,903,000        |
|                   | <b>TOTAL</b> | <b>1,951,500</b> | <b>1,951,500</b> | <b>3,903,000</b> |
| <b>Malawi</b>     | GFD          | 1,629,250        | 1,559,150        | 3,188,400        |
|                   | <b>TOTAL</b> | <b>1,776,500</b> | <b>1,654,750</b> | <b>3,431,250</b> |
| <b>Zambia</b>     | GFD          | 887,000          | 818,800          | 1,705,800        |
|                   | <b>TOTAL</b> | <b>887,000</b>   | <b>818,800</b>   | <b>1,705,800</b> |
| <b>Mozambique</b> | GFD          | 102,700          | 82,300           | 185,000          |
|                   | FFW          | 141,500          | 113,500          | 255,000          |
|                   | <b>TOTAL</b> | <b>244,200</b>   | <b>195,800</b>   | <b>440,000</b>   |
| <b>Lesotho</b>    | GFD          | 230,550          | 214,250          | 444,800          |
|                   | <b>TOTAL</b> | <b>230,550</b>   | <b>214,250</b>   | <b>444,800</b>   |
| <b>Swaziland</b>  | GFD          | 120,100          | 110,900          | 231,000          |
|                   | <b>TOTAL</b> | <b>120,100</b>   | <b>110,900</b>   | <b>231,000</b>   |
| <b>TOTAL</b>      |              | <b>5,062,600</b> | <b>4,850,400</b> | <b>9,913,000</b> |

36. Furthermore, particularly vulnerable people in Zimbabwe and Mozambique will receive support through targeted activities related to HIV/AIDS and nutritional risk factors. This support will be provided as a supplement to the GFD/FFW.

37. The complementary activities will provide support to a total of 2,740,700 people across the nine month period. This number includes the total of beneficiaries in selective feeding programmes in Malawi where the average duration of support is one month for therapeutic feeding and 3 months for supplementary feeding. Some 2,397,850 of these people are assumed to be from families covered under the GFD/FFW assistance. The remaining figure, 342,850, raises the total number of beneficiaries under this operation to 10,255,850:

- Total beneficiaries through GFD/FFW: 9,913,000
- Additional beneficiaries through complementary activities: 342,850
- Total beneficiaries EMOP 10200: 10,255,850

Details by activity are provided in ANNEX II.

### **Targeting**

38. Targeting is required to identify and assist the most needy populations. There are three broad types of food aid targeting:

- Geographic – by most vulnerable area

- Temporal - by most crucial time period
- Social – by household characteristics

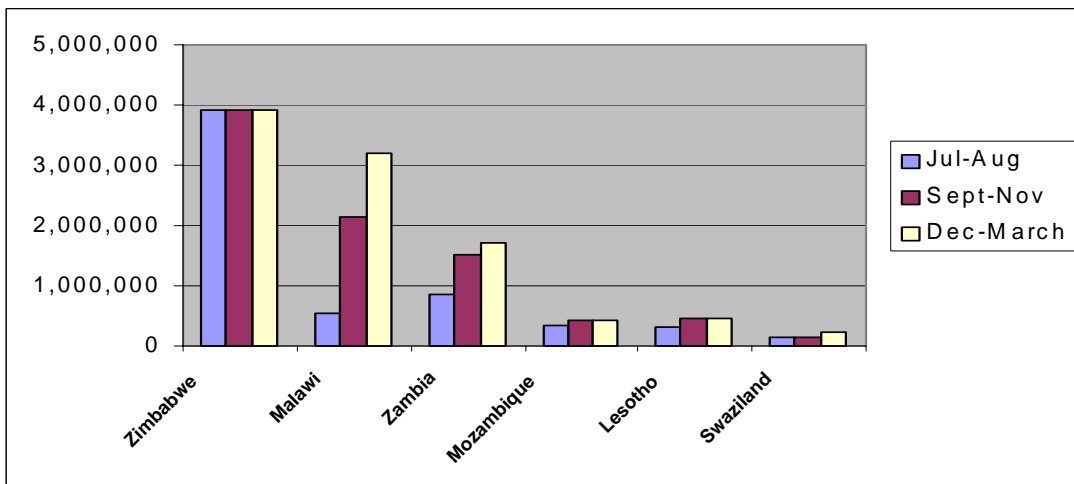
In addition, there are groups with unique or specific needs.

39. The FAO/ WFP Food and Crop assessments have enabled WFP to clearly identify the geographic distribution of the crisis as well as the timing of when food assistance will be required. Social and Beneficiary targeting will need further assessments, and will require the local knowledge and input from community groups and collaborating partners. However, recognizing their specific vulnerability in accessing food sources, female, child and elderly headed households will be particularly accommodated, when targeting food aid to the most vulnerable families.

40. When estimating the extent of the WFP contribution to the Southern Africa Crisis Response, priority has been given to the most vulnerable people within the most severely affected areas. Furthermore, partner capacity with regard to accessing the most vulnerable communities and overall food handling, has guided the targeting exercise to ensure timely food deliveries to the most needy. The temporal beneficiary map in Annex III reflects the targeting of beneficiaries across the region in the three crucial time periods.

41. From the beginning of the operation (July), 6,111,000 people in the 6 countries will receive general food support (GFD, FFW), with a monthly distribution of 79,740 MT<sup>3</sup>. At the peak of the operation (December – March) the number of beneficiaries under the general food distribution will rise to 9,913,000 requiring about 129,080 MT/month. The increase in GFD/FFW beneficiary numbers by country and time period is reflected in Figure 1.

**Figure 1. GFD Beneficiary numbers per month by country and time period.**



## V. ACTIVITIES

42. At the start up of this EMOP in July 2002, approximately 6,111,000 individuals in targeted rural areas will receive support through large scale food distribution (GFD/FFW), providing a direct contribution to their household food baskets. As

<sup>3</sup> Food tonnages do not include food to be made available for complementary activities.

household stocks decline, the number will increase over time reaching 8,577,000 beneficiaries in September and 9,913,000 in December.

43. In Zambia WFP will provide support to 45,000 people in Lusaka. This is WFP's emergency contribution to an interagency programme targeting approximately 185,000 people in 4 key urban areas. This food provision will ensure assistance to families and institutions that are hosting AIDS orphans and children, mainly from rural HIV/AIDS affected families, seeking care and support with urban relatives. In Mozambique up to 100,000 vulnerable people within the target population, to be determined based on assessments, will be supported through provision of blended fortified food supplements. Intervention approaches will vary as per the assessed needs and may include HIV/AIDS activities and selective feeding programmes. Similarly, in Zimbabwe, CSB will be available for either targeted activities or inclusion in the general food basket in severely affected, high HIV/AIDS prevalence areas.
44. In Mozambique, food relief support will be implemented through both FFW (first priority) and general food distributions, as per the availability of operational infrastructure, access and implementing partners. The existing FFW activities under the Country Programme's Food Fund for Development are focused on disaster mitigation and will, through a close link to the EMOP FFW, continue to facilitate the creation of productive assets. This is in line with the Government's Food Aid Policy, which stresses the utilisation of food assistance to reinforce activities that empower communities and especially women.
45. Although food support in Zimbabwe and Zambia will initially be channeled through GFD, alternative modalities, such as FFW, will be explored in accordance with beneficiary participation potential and partner implementation capacity.

**Table 5. Overview of activities by country**

|                   |  |
|-------------------|--|
| <b>Zimbabwe</b>   | <ul style="list-style-type: none"> <li>• General food distribution</li> <li>• Vulnerable groups supplementation</li> </ul>   |
| <b>Malawi</b>     | <ul style="list-style-type: none"> <li>• General food distribution</li> <li>• Therapeutic feeding &amp; caretaker support</li> <li>• Supplementary feeding               <ul style="list-style-type: none"> <li>• under five community outreach</li> <li>• clinic based &lt;5s, expectant &amp; nursing women</li> </ul> </li> <li>• School Feeding</li> </ul> |
| <b>Zambia</b>     | <ul style="list-style-type: none"> <li>• General food distribution</li> <li>• Food support to urban families hosting orphans and vulnerable children</li> </ul>  |
| <b>Mozambique</b> | <ul style="list-style-type: none"> <li>• General food distribution               <ul style="list-style-type: none"> <li>• Direct</li> <li>• FFW</li> </ul> </li> <li>• Vulnerable groups supplementation</li> </ul>  |
| <b>Lesotho</b>    | <ul style="list-style-type: none"> <li>• General food distribution</li> <li>• School Feeding</li> </ul>  |
| <b>Swaziland</b>  | <ul style="list-style-type: none"> <li>• General food distribution</li> </ul>  |

46. To protect vulnerable groups in areas affected by the emergency, existing school feeding activities under the current Country Programmes will be expanded to

support school children in Malawi and Lesotho. The potential for emergency schoolfeeding activities in other countries will be explored through regular monitoring of school drop out rates and initiated according to the assessed need.

47. Supplementary and therapeutic feeding programmes in Malawi, currently supported under the Country Programme, are scaled up to meet the increased need for nutrition rehabilitative services for severely and moderately malnourished children and pregnant and lactating women. Similar activities are being considered in Lesotho in close collaboration with UNICEF and will be initiated as appropriate.
48. Although most food support will be channeled through general distributions, particular intervention modalities that are sensitive to the needs of PLWHA and most severely affected households will be explored in close collaboration with partner organizations.

---

## **VI. NUTRITION CONSIDERATION AND FOOD BASKET**

### ***A. General distribution***

49. A solid general food basket will maintain a stable dietary situation and prevent excess malnutrition and death. Thus, a well established general food distribution could avoid the requirement for large scale selective feeding programmes. In order to achieve this, the general food distribution should take into consideration a variety of special nutritional needs for vulnerable groups such as children under five years of age and expectant and nursing women, by making food items of appropriate nutritional value widely available and easy to access. Furthermore, malnutrition and mortality within a high HIV/AIDS prevalence population may be triggered much more quickly than in a 'normal' population. Early intervention and the composition and size of the general food distribution basket are also in this light extremely important.
50. Hospital records have identified Pellagra to be on the increase in certain areas in Zimbabwe and Lesotho (see CFSAM reports). Pellagra is typically associated with a maize dominated diet. Considering the overall lack of maize availability, this micronutrient deficiency disease is a clear indication of people's prioritization of maize purchase over other complementary food items. Thus, food aid modalities and the size and composition of the aid ration are to be sensitive to the food consumption habits of the populations while ensuring the availability of variety of foods.
51. In recognition of the high HIV/AIDS prevalence as well as the expected elevated activity level of the target population, the minimum nutritional requirement benchmark has been raised from 2100 kcal to 2200 kcal. In the case of Lesotho, an adjustment to the benchmark has been made to accommodate the higher energy requirements during the two cold winter months (temperature down to 5-10 degrees Celsius), July and August, by addition of 200 kcal. The actual designs of the rations per country are based on the perceived availability and accessibility of food items at the household level. Ration levels and composition will be monitored continuously against the established benchmark and household food availability, and revised as appropriate.

52. The increased protein needs and the importance of adequate micronutrient intake for PLWHA has been acknowledged through inclusion of pulses and emphasis on provision of a fortified blended food. The latter will also facilitate introduction of complementary feeding of infants and ensure wide availability of a nutritious, easily prepared and digested food for expectant and nursing women, the elderly and the sick. An overview of the proposed food baskets is included below. For more details on nutritional value of the rations, please refer to Annex IV.
53. In light of the particular vulnerability of female, child and elderly headed households as well as the high number of PLWHA, the distribution of cereal meal is preferred. However, it is noted that in certain situations cereal grain will greatly facilitate the operational modalities and thus safeguard the quality of the food as well as timely deliveries. In such cases, a compensation for milling cost is made through inclusion of 50 gram additional cereal (Mozambique), unless commercial milling is not expected (Zambia, Zimbabwe).

**Table 6. GFD/FFW rations and vulnerable group supplementation.**  
(commodities in grams per person per day)

| Country          | Distribution                      | Cereal grain | Cereal Meal | Pulses | Oil | CSB  |
|------------------|-----------------------------------|--------------|-------------|--------|-----|------|
| Reference ration |                                   | 0            | 400         | 60     | 20  | 100  |
| Zimbabwe         | GFD                               |              | 334         | 60     | 20  | 0    |
|                  | <i>Vuln.group supplementation</i> |              |             |        |     | +100 |
| Malawi           | GFD                               | 303          | 0           | 61     | 0   | 76   |
| Zambia           | GFD                               | 350          | 0           | 0      | 0   | 0    |
|                  | GFD vulnerable                    | 350          | 0           | 60     | 0   | 0    |
| Mozambique       | FFW/ GFD                          | 500          | 0           | 50     | 25  | 0    |
|                  | <i>Vuln.group supplementation</i> | 0            | 0           | 0      | 0   | +100 |
| Lesotho          | GFD                               | 0            | 450         | 100    | 25  | 0    |
|                  | GFD cold                          | 0            | 500         | 100    | 30  | 0    |
| Swaziland        | GFD                               | 0            | 400         | 60     | 20  | 100  |

54. In Lesotho, maize meal is locally fortified with an appropriate micronutrient mix. Thus, the inclusion of CSB is less pressing. The ration has been compensated for its absence by a raise in cereal, pulses and oil. Mozambique has limited the CSB inclusion to most vulnerable people due to the shelf life limitation in its humid environment. Zimbabwe will provide the blended food through targeted activities or inclusion in the general food basket in most affected areas as per the most appropriate approach.
55. According to the FAO/WFP Crop and Food Supply Assessment Mission, most households in target areas in Zambia have access to additional food items such as ground-nuts, dairy, fish, some livestock, fruits and vegetables. Thus, the food aid focuses on the provision of cereals. For the most vulnerable areas, pulses are included to contribute to the protein intake. A reduced but varied ration, providing 75% of the energy requirements, will be distributed in Malawi. The size and composition is based on the availability of additional commodities, such as cassava and potatoes, at household level and the accessibility of oil. The ration reflects the monthly distribution of 50 kg cereal, 10 kg pulses and 12.5 kg CSB per

family, based on a standard family size of 5.5 persons. Provision of whole or partial *packaging units* (bags) will facilitate timely distributions. The Zimbabwe cereal ration represents the normal consumption amount of 10 kg per person per month (30x334 gram). The remaining food needs will be met by various food items available at the household level.

## **B. Complementary activities**

56. Selective feeding activities in Malawi, triggered by the elevated levels of attendance in MCH centers and Nutrition Rehabilitation Units (NRUs), provide rations, which are based on local protocols as agreed upon by all stakeholders. The caretaker ration, provided in the therapeutic feeding programme, provides a dietary contribution to the mother and two siblings as well as an incentive against early drop out/defaulting. UNICEF contributions to the nutrition activities, such as therapeutic formulas, are being established and will be integrated in the total input requirements as per the operational realities.
57. DSM, oil and sugar are to be used for the preparation of HEM as per the internationally recommended guidelines. This recipe will remain in use in selected centers, mainly in southern Malawi, with an established protocol based on HEM. Therapeutic formulas, such F75 and F100, will be introduced by UNICEF in centers in central and northern Malawi.
58. School feeding rations in Malawi and Lesotho, reflect a mid morning porridge and lunch meal respectively and are in line with the WFP/WHO/UNESCO School Feeding Handbook guidelines. In Malawi, the Country Programme school feeding activity will ensure the provision of take home rations in areas not covered by the EMOP's general distribution.
59. The rations provided to the urban families in Zambia are based on a jointly agreed strategy among all partners in this programme, which is currently implemented with WFP Country Programme support.

For details please see Annex IV.

## **C. Concerns and challenges**

60. Although it is expected that maize and yellow split peas will be the most common food aid commodities, WFP will advocate for a variety of cereals and pulses so as to promote diet diversification and will include them in its food basket wherever possible.
61. In the absence of a fortified blended food, the fortification of the cereal component of the ration becomes of utmost importance to avoid Micronutrient Deficiency Diseases. In order to make this possible, cereal has to be made available in milled form or be milled in country. Funds to make milling and fortification possible have been included in the budget as a contingency measure. Furthermore, WFP will advocate for fortified in-kind donations.
62. In the event of inadequate resourcing or breaks in the pipeline resulting in insufficient resources to undertake monthly distributions, management committees will make recommendations including:

- Advocacy and resourcing of additional food commodities through WFP and other channels;
- Reallocation from a less affected area to a worse affected area, permanently or temporarily;
- Reduction in rations; but never to the extent that it would compromise the nutritional impact of the ration;
- Change in food basket; temporarily substituting one commodity for another, always keeping in mind the nutritional impact;
- Different distribution modalities; such as support to therapeutic or supplementary feeding vs. general ration;

63. Limitation in the provision of a balanced food basket, including all planned commodities, increases the likelihood of nutritional deficiencies and related diseases. In case the composition of the food basket will, for a substantial period of time, be affected by resourcing limitations, ration adjustments will be made in the quantities of the remaining food commodities. This will be done, on a case by case basis, well in time to allow for timely call forward and delivery, and minimal disruption of the household food basket.

64. The environmental impact of the food aid programme will be closely monitored. Commodities that require a minimum of water and fuel wood during preparation will be resourced with priority. In this light, milled cereals again play an important role. Awareness of environmentally friendly cooking practices will be pursued in close collaboration with partners.

#### **D. Total Food requirements**

65. The total food requirements for the 9 month emergency operation amount to 1,084,742 MT of which 92,283 MT is available in carry over stocks that have been contributed through the bridging EMOPs. Table 7 provides an overview of total requirements by commodity and country. The map available in Annex V presents the distribution of the food requirement across the region.

**Table 7. Net Food requirements (MT) by commodity and country.**

|              | Zimbabwe       | Malawi         | Zambia         | Mozambique    | Lesotho       | Swaziland     | TOTAL          |
|--------------|----------------|----------------|----------------|---------------|---------------|---------------|----------------|
| maize gr     | 162,199        | 171,372        | 119,416        | 44,700        |               |               | 497,687        |
| maize ml     | 158,410        | 3,310 -        |                |               | 50,063        | 17,589        | 229,372        |
| pulses       | 60,859         | 37,423         | 10,507         | 4,890         | 11,191        | 2,659         | 127,529        |
| oil          | 20,256         | 0              | 108            | 2,455         | 2,835         | 986           | 26,640         |
| CSB          | 51,231         | 51,914         | 572            | 2,100         |               | 4,932         | 110,749        |
| Sugar        |                | 361 -          |                |               |               |               | 361            |
| DSM          |                | 121 -          |                |               |               |               | 121            |
| <b>TOTAL</b> | <b>452,955</b> | <b>264,501</b> | <b>130,603</b> | <b>54,145</b> | <b>64,089</b> | <b>26,166</b> | <b>992,459</b> |

Excludes carry overs as per June 18, 2002

## **VII . NON FOOD INPUTS**

66. Coordination and partnership with implementing agencies will be essential to the success of this operation. Substantial investment needs to be made in relation to the coordination with the various NGOs involved in the distribution of food as well as capacity building for their personnel. As many implementing partners need to create their implementation infrastructure, support around US\$ 37 million has

been included in the ODOC and the LTSH in the budget of this EMOP specifically for this purpose.

67. Over the past few years, WFP and NGO operations in the region have been primarily development oriented. As a result the present logistics capacity is not geared towards a large-scale emergency feeding operation. Consequently, WFP will initiate a logistics capacity building programme for both WFP and its IPs, including NGOs and government counterparts. The capacity building programme will encompass three technical areas: warehouse management, transport contracting and Commodity Tracking Systems (CTS). Resources for capacity building in these areas will be required.
68. HIV/AIDS is a major contributing factor to the food shortages in the region and thus many activities will be geared to populations affected by HIV/AIDS. The scaling up of HIV/AIDS activities in some countries and the starting up of these type of activities in others will require both training and raising awareness among beneficiaries, WFP staff, IPs, and other frontline actors such as transporters. In addition to the larger NGO inputs to the effort, WFP will make funds available for teaching materials as well as the cost of courses.
69. Where Food for Work activities are being supported, some building materials, tools, equipment and technical expertise will need to be supplied to complement and enhance other inputs provided by the implementing partners.
70. School feeding and vulnerable group feeding programmes will require some limited investment for cooking utensils, scales, measurement charts and other materials.

---

## **VIII. ROLLING ASSESSMENTS**

71. In the region, VAM will carry out vulnerability assessments and food security monitoring in formal association with SADC-FANR, FEWS NET, SC (UK), FAO and IFRC (others to be determined). Working from the common consultative structure of the SADC Regional Vulnerability Assessment Committee (RVAC) in Harare, with additional funding provided by USAID and DFID, VAM and its RVAC partners will engage existing and new National Vulnerability Assessment Committees (NVACs) in a series of 'rolling' vulnerability assessments and continuous food security monitoring.
72. Through close collaboration with the regional VAC, WFP will conduct three food security/vulnerability analysis activities: (1) periodic comprehensive vulnerability assessments—one beginning in July and one in December, to coincide with nutritional surveys conducted by partner organizations; (2) continuous monitoring of key indicators such as market prices, nutritional trends, rainfall and El Nino potential; and (3) thematic monitoring of critical issues such as HIV/AIDS, commercial sector roles, and government policies. Through the VAC, WFP and its partners will issue joint food security status reports in late August and December. This information will be critical towards refining targeting and mobilizing more humanitarian resources if required. See Annex VI for a more detailed description of the proposed food security monitoring.

---

## **IX. MODE OF IMPLEMENTATION**

### ***A. Modalities overview***

73. WFP is developing individual country level Implementation Strategies with Governments, donors and Implementing Partners (IP), both local and international non-governmental organisations. A Regional Implementation Strategy document, summarizing the key elements of these strategies, will be prepared. A key component in the Implementation Strategies are central level management committees, responsible for policy guidance and programme oversight and coordination. In all six countries WFP plays a critical role in existing management committees such as: the Instituto Nacional de Gestao de Calamidades (INGC) in Mozambique; the Humanitarian Steering Committee of the Disaster Preparedness and Response Committee in Malawi; the Disaster Management Authority in Lesotho; the Ministry of Public Service, Labour and Social Welfare in Zimbabwe; the National Disaster Task Force in Swaziland; and the Disaster Management and Mitigation Unit in Zambia.
74. In all countries WFP will rely heavily on Implementing Partners (IPs) who have existing community networks through their regular development activities. In some cases, NGOs have organized themselves into an NGO Consortium (Malawi, Zambia and Swaziland). Initial reactions to the NGO consortium established in Malawi have been very positive and this may prove to be a useful model for promoting emergency food aid coordination in other settings. More information on the Malawi NGO consortium will be included in the Implementation Strategy document. As stated in para 66, the EMOP budget incorporates adequate provision to support NGO partners.
75. While specific arrangements will vary by country, in general WFP will be advocating for regional and national resourcing and will ensure pipeline management, primary transport to extended delivery points (EDP) and in some cases secondary transport to food distribution points (FDP). IPs are responsible for direct food distribution to beneficiaries and monitoring, supported in the latter by WFP field monitors. Given the increased demands of this emergency operation, capacity building for IPs will be necessary. Obviously, this will require a financial investment on the part of WFP.
76. In general, for GFD, FFW and other complementary/supplementary programmes such as nutrition support and school feeding programmes IPs have assumed responsibility for specific geographic areas. Where possible, IP arrangements with international NGOs should promote shared contracts with local NGOs eventually allowing for hand-over. Major implementing partners throughout the region are listed in Annex VII.
77. During the Emergency Operation WFP will explore possible targeting mechanisms to ensure the provision of assistance to PLWHA and HIV/AIDS affected families. In this endeavour, WFP will work closely with organizations that have proven expertise and experience in this area, ensuring that targeting will not increase stigmatisation nor make non-affected vulnerable families feel excluded. NGOs will be encouraged to develop activities with regard to sensitisation and awareness of prevention, care and mitigation of HIV and AIDS that can be linked to large scale distribution activities.

78. Targeting at the national and sub-national level will be carried out by Governments, WFP and IPs building on the consensus achieved in the initial CFSAM. Targeting at this stage will be based on the geographic areas that are the most affected. At the village level, the beneficiary communities themselves will play an integral role in determining criteria for receipt of distribution, registration, distribution and monitoring. WFP and IPs will facilitate these processes at the village level ensuring consistency with WFP targeting and distribution guidelines, including WFP's Commitments to Women.
79. In locations where EMOP and Country Programme activities coincide, care will be taken in activity planning to ensure complementarity and synergism and avoid overlap.

## ***B. Distribution Arrangements***

80. After formalization of partnership arrangements with identified NGOs, who will be responsible for distribution for a given geographic area, distribution arrangements for the general ration include:
- liaison with sub-national government authorities;
  - establishing sub-national coordination structures such as District Disaster Management Committees in Lesotho or District Steering Committees in Malawi;
  - establishing village-level food management or relief committees that represent beneficiary communities;
  - developing distribution and transport plans with WFP;
  - facilitating the targeting and registration of beneficiaries;
  - facilitating the actual distribution.
81. Beneficiary lists are prepared by the IPs in close collaboration with the community and the local authorities. Although the local concepts of vulnerability are respected, specific beneficiary profiles are established through criteria lists. This will ensure a certain control and harmonization of targeting across districts and minimize diversion of limited resources to those who may need it less.
82. WFP will endeavour to sensitise communities on the important role of women in ensuring household food security, and to build up women's capacity to ensure a lead role in decision-making and the management of food aid. Advocacy by the IPs with regard to active participation of women in the food management committees (50% membership and 30% in executive roles) will be encouraged by WFP and highlighted through inclusion in the MOU/LOUs. Furthermore, the partners in large scale relief distributions will promote the receipt of the food basket by the female heads of household. All efforts will be made to reach the benchmark set by WFP's commitments to women, i.e. 80% of all recipients to be women. However, it is recognized that local cultural values, particularly in Swaziland, where women are considered minors, may affect its actual implementation.
83. Malawi and Lesotho are implementing emergency school feeding, augmenting already existing Country Programmes. After additional schools are identified through geographic targeting consistent with the CFSAM findings, implementation of the school feeding programme will be through respective Ministries of Education (MoE). WFP will remain responsible for resourcing, pipeline management, deliveries, monitoring and reporting in collaboration with MoE. The

MoE in turn will maintain statistics on daily attendance, enrolment and dropouts, be responsible for receipt, storage, and distribution of commodities. Communities will continue to participate in food management committees and preparation of food.

84. Malawi is implementing center-based supplementary and therapeutic feeding and NGO-facilitated supplementary activities through outreach. This activity will build on the existing Country Programme Activity Assistance to Malnourished Groups and will be closely coordinated with the UNICEF provision of special nutritional and medical supplements and technical assistance. Distribution will be supervised by the IP responsible at sub-national level. Most importantly, the IP will facilitate monitoring and reporting any change in attendance in these activities. In some cases, the IP will also provide technical assistance in treatment and distribution protocols.
85. Mozambique will channel food aid as a priority through food for work, expanding its existing Country Programme Activity Food for Development and its previous food for work under the bridging emergency operation. The implementation structures and processes are supported by the INGC, Ministry of Agriculture, NGOs and local authorities and include the identification of projects, the formulation of work plans, and the actual implementation.
86. To target HIV/AIDS affected beneficiaries and families during general distribution, WFP will collaborate with Agencies that are sponsoring institutions, such as orphanages and community based organisations who undertake awareness activities.

### ***C. Interagency collaboration***

87. On 6-7 June, WFP and OCHA co-chaired a Regional Meeting on Humanitarian Needs in Southern Africa in Johannesburg. There was a general agreement that in order to avert major loss of life among populations in the sub-region, a partnership involving SADC, Governments, the multilateral international community, the private voluntary community, the private sector and affected communities themselves will be essential. Agreement was reached between Agencies and Resident Coordinators to develop national Consolidated Appeals for five participating countries (Lesotho, Malawi, Swaziland, Zambia and Zimbabwe). The national appeals will be consolidated into a regional document to be launched during the ECOSOC Humanitarian Segment in New York in mid-July.
88. The Consolidated Appeals will guarantee the necessary complementarity between WFP food and other essential humanitarian inputs. For example in Malawi the Consolidated Appeal will ensure coordination of the food aid intervention with emergency assistance in nutritional surveillance and technical support for improved therapeutic and supplementary feeding (UNICEF), epidemic surveillance and cholera control and treatment (WHO), and provision of agricultural inputs (FAO). UNICEF will also assist in identifying children with special needs in schools in Malawi as part of the expanded emergency school feeding programme.
89. It was agreed at the Meeting on Humanitarian Needs in Southern Africa that due to the importance of food in the emergency response, the Director of WFP's Bureau for East and Southern Africa will continue to play a leading role at the regional level while Resident Coordinators will retain primary responsibility for

coordination within their respective countries. OCHA will backstop both the WFP Regional Director and the Resident Coordinators, including establishing a regional humanitarian information service.

90. The UN Country Team remains key in ensuring that emergency operations are coordinated and complement ongoing emergency operations and development programmes. WFP will work closely with UNHCR to ensure that the food security of refugee populations within the region is not jeopardized by the current crisis. WFP will continue to provide food aid to approximately 125,000 refugees in Zambia and Malawi through PRRO 10071 and EMOP 10152 respectively. In addition, WFP will collaborate with UNHCR in support of repatriation efforts. WFP will coordinate with UNICEF's Community Capacity Building Programme in Swaziland, and the donor supported Government PROAGRI programme in Mozambique. UNCT activities in Swaziland and Mozambique will be integral to the implementation of the food aid programme. In some countries, such as Mozambique, WFP will continue to chair the UN Disaster Management Technical Working Group.
91. WFP, along with FEWS NET, SCF (UK), FAO and IFRC, will be an active member of the Vulnerability Assessment Committee (VAC) for the region hosted by SADC. The VAC will oversee and coordinate vulnerability assessments in all six countries and issue joint reports on the food security situation in the region.

#### ***D. Coordination Arrangements***

92. At the regional level, the EMOP will be coordinated by a WFP Regional Management Coordination Unit (RMCU) that includes both programme and logistics oversight and backstopping. The RMCU will coordinate with all UN agencies participating in the regional emergency operation, NGOs, SADC and the Member States. A Special Operation has already been launched to cover the initial costs of this temporary structure.
93. The Director of the WFP Regional Bureau for East and Southern Africa has recently relocated to Johannesburg, South Africa with key staff from ODK Kampala to manage the RMCU. The RMCU will ensure coordinated and complementary approaches in WFP programming, consistent and effective dialogue on policy and operational issues affecting the EMOP, enhanced advocacy and public information on the crisis, resource mobilisation, and efficient utilization of resources, including monitoring and management of the pipeline.
94. The RMCU will include a Regional Logistics (ReLogS) structure that will ensure safe, efficient and cost effective port and overland transport services throughout the region. ReLogS will liaise and facilitate coordination with all humanitarian actors participating in transport and logistics operations, monitor the WFP pipeline, gather information on all Government and commercial food purchases, maintain a database of food supplies in the region and disseminate this and other critical logistics-related information in a timely and effective manner. ReLogS will be responsible for contracting the overland and cross-border operations for WFP consignments and will liaise with SADC and commercial transport industry leaders to avoid unnecessary congestion on the transport infrastructure. WFP also stands ready to facilitate the movement of bilateral humanitarian cargo on a full cost recovery basis.

## **E. Contingency Planning**

95. Contingency planning has played a key role in enabling WFP to quickly respond to the crisis in southern Africa. Contingency plans in Zimbabwe and Mozambique in particular facilitated the rapid initiation of emergency operations. Using these contingency plans and logistics capacity assessments, a Regional Operational Response Plan was promptly developed in May 2002, facilitating a coordinated regional deployment of operational resources for the bridging EMOPs and the regional EMOP. The political-economic situation in Zimbabwe, in particular, must be monitored very closely, as the volatile mix of factors there could lead to large-scale population displacement. In this regard, close collaboration will be established with UNHCR in the southern Africa Region to ensure consolidated planning for such eventuality.
96. Given the regional scope of the crisis and the complexity of its causes, WFP intends to maintain an active contingency planning process in the region. Contingency planning will be integrated into the on-going regional and country specific operational planning processes now underway. This will enable WFP to effectively cope with changes in the situation, whether this means the situation improves, remains critical or even worsens.
97. Contingency plans will be developed at the Country Office and the regional level and include strategies as well as detailed and flexible operational plans to respond to different exigent scenarios. Contingency planning will be led by WFP and include the active participation of UN agencies, donors, national governments, regional organizations including SADC and implementing partners.

---

## **X. LOGISTICAL ARRANGEMENTS**

### **A. Overview**

98. The transport system in Southern Africa is well served with ports and an extensive railway and road network linking the ports with the landlocked countries, offering alternative means to move commodities and people within the region. WFP will mainly rely on the following corridors using a combination of rail and road transport:

**Table 8. Proportion of road and rail transport by port.**

| <b>Ports</b>  | <b>Countries</b>                     | <b>% of Total WFP Traffic</b> | <b>% Rail/Road</b> |
|---------------|--------------------------------------|-------------------------------|--------------------|
| Dar Es Salaam | Zambia, Malawi                       | 12                            | 31/69              |
| Nacala        | Malawi, Zambia, Mozambique           | 4                             | 100/0              |
| Beira         | Zimbabwe, Zambia, Malawi, Mozambique | 40                            | 33/57              |
| Maputo        | Zimbabwe, Mozambique, Swaziland      | 19                            | 45/55              |
| Durban        | Zambia, Zimbabwe, Lesotho            | 25                            | 12/88              |
|               | Global Rail/Road                     | 100                           | 35/65              |

99. The ports of Port Elizabeth and Walvis Bay could also be used in the event of congestion in the remaining corridors. A map reflecting transport routes is attached in Annex VII.
100. As compared with the 1992 drought emergency operations, railway transport is less capable this time due to ageing equipment and infrastructure that has not been replaced in the meantime. In addition, the Governments and the Companies that took over the management of the railway systems have introduced more strict financial controls. This limits the amount of available idle capacities, which could be used in the current situation. As a consequence, the movement of cargo from the ports will have to rely more on road transport, although there will still be capacity on the railway wagons particularly on those that bring the export goods to the ports from the hinterland.
101. The LTSH regional rate US\$157/MT is based on a weighted average of the rates in each country of operation. An important factor to consider is the ratio between rail and road in the overland transport from the ports of entry, i.e. with improved railway services and increased volumes of traffic moving by rail the overall costs could be reduced significantly. The ratio 35/65 is considered realistic with the prevailing conditions, but could be reduced when changed in favour of rail transport. The internal transport and distribution costs are also key in the transport and handling rates in each country. In this regard, the existing conditions in the areas most affected in Zambia have led to very high transport costs due to very poor road conditions and the need to use multi-modal systems (road/barge) with added handling work.
102. An initial pre-positioning of stocks for the region in August/September for the period August to October should be implemented. Following this initial pre-positioning/build-up of the regional stocks, food should arrive at port two months ahead of distribution, aiming to achieve a “one month need + two month stock” pipeline throughout the operation.
103. The initial pre-positioning of food will enable WFP to build its response to the expected peak period of the operation in December-March. The December-March period also corresponds to the rainy season and again pre-positioning is vital to pre-empt any transport constraints during this season. Furthermore, this strategy will enable a stable pipeline that will be less prone to gaps due to possible fluctuations in the confirmation of contributions and possible delays in shipping and procurement. Also, unforeseen needs will be more easily catered for.
104. Furthermore, EMOP 10200 as a regional Emergency Operation should provide WFP with the flexibility to direct resources to where the most pressing needs are. It is, therefore, important that the resource mobilisation strategy clearly aims at receiving contributions for the region rather for specific countries.
105. Co-ordination and information sharing among all stakeholders in this operation, i.e. State and commercial port and transport operators, SADC Governments, donors, aid agencies, traders, millers and others, is a must to maximise the throughput and ensure safe, efficient and cost effective port and overland transport services throughout the region. Also of great importance is the need to collate and disseminate timely and accurate operational information on pipeline, shipping, port and transport activities in the region to avoid congestion and give information on the movement of food on a regular basis to all

stakeholders. As noted earlier, WFP is prepared to facilitate the movement of bilateral humanitarian cargo on a full cost recovery basis.

106. The need for additional trucking capacity will be constantly monitored to secure the required number of trucks in the case of increased demand beyond the existing capacities in the region. WFP will, at the same time, monitor the need for some specific infrastructure and equipment repairs that would resolve critical bottlenecks in the transport chain and will promote necessary, swift donor intervention.
107. Discussions with SADC and Member Governments will be pursued to discuss some of the policy issues affecting transport operations. These include third party transport arrangements, import and customs procedures and road tolls, that need to be simplified/waived in order to facilitate the movement of trucks across the borders and reduce transit times, thus allowing for a more effective trucking operation.

### ***B. Local Procurement strategy***

108. Procurement opportunities exist in the Southern Africa Region (Republic of South Africa, Northern Mozambique) as well as Ethiopia, Kenya, Uganda and Tanzania. However, taking into consideration the importance of allowing commercial trading to take place, WFP procurement should not in anyway compete with the traders, nor should it cause market prices to rise. Furthermore, procurement efforts for the Southern Africa EMOP should be careful not to compete with local procurement for the Kenya and Uganda operations as well as the Great Lakes PRRO.
109. Taking account of the opportunities as well as the limitations, it is expected that about 50,000 MT of cereals can be procured within the Southern Africa Region and a possible additional 50,000-100,000 MT can be brought from the Horn/Great Lakes Region.

---

## **XI. RISKS AND ASSUMPTIONS**

### ***A. Implementation Risks***

110. The success of the emergency operation depends on several assumptions and as such there are risks that must be monitored. These include:
- Adequate and timely donor contributions to maintain distributions at required levels, minimising the risk of a further deterioration in food security and requiring more intense and costly interventions, e.g. therapeutic and supplementary feeding;
  - Availability of adequate unearmarked contributions to allow maximum flexibility in allocation to the most needy areas;
  - Sufficient commercial sector imports as estimated in the CFSAMs;
  - Sufficient implementing partner emergency response capacity (government and non-governmental organisations) to ensure timely and appropriately targeted food distributions;

- Cooperation of SADC and Member States to facilitate the import and flow of food, both humanitarian and commercial, throughout the region including addressing policies that at the moment present substantial obstacles;
- Absence of logistical constraints, with regard to capacity of infrastructure and/or natural calamities that would affect operational response, particularly transport from ports to extended delivery points;
- No security constraints that would inhibit access for assessments, delivery/distribution and monitoring activities;
- Sufficient non-food interventions in support of health and social sectors.

## **B. Security**

111. There are UN Security Phases in effect in four of the six countries covered by the EMOP: Lesotho, Malawi, Zambia and Zimbabwe. None is in effect in either Mozambique and Swaziland. There are no security constraints for day-to-day relief operations within the region at this time. It should be noted, however, that large-scale food shortages could potentially trigger violence and insecurity and, consequently, problems of access to beneficiaries. WFP will need to facilitate and maintain a dialogue with national and local authorities as well as other key stakeholders to ensure that neither WFP nor its IPs meet any obstacles during the processes of assessing needs, registering beneficiaries, delivering relief supplies and monitoring food distributions.

112. One Regional Security Officer will work within WFP's Johannesburg-based Management Office to liaise on an on-going basis with WFP Country Directors and UN Security Officials within the sub-region. It is planned that the WFP Security Officer would also work closely with WFP's IPs to provide support and guidance on issues related to operational and personal security.

---

## **XII. PERFORMANCE MONITORING**

### **A. Outcomes**

113. The logframe attached as Annex IX provides an overview of the goals, objectives and outputs with accompanying indicators. During this EMOP specific efforts will be made to ensure monitoring and reporting of outcome indicators on a quarterly basis, as a means to track the impact of the operation and inform management decisions (Results Based Management). Particular indicators, to be consolidated in a gender disaggregated manner (where applicable), are:

- Size, composition and nutritional value of the household food basket;
- Nutritional status: W/H or suitable proxy (H/A and W/A to be considered) and micronutrient deficiency diseases;
- Sale and prices of assets, foods, livestock;
- Maintenance of household water and sanitation infrastructure;
- School attendance & drop out rates;
- Health care attendance levels;
- Morbidity and mortality data;
- Levels of migration.

114. Information will be collected through a variety of local surveillance systems implemented by/with UN, NGO and Government partners. Sentinel site

surveillance systems will be explored for regular updated information collection, which will allow trend monitoring over time. Sentinel sites can include: selected schools, health centers, villages/household and markets. Close links will be established between performance monitoring and the periodic assessments to ensure comprehensive coverage of livelihood indicators. More detailed information on country specific systems is available in the Implementation Strategy document.

115. Benchmarks for judgement of programme performance will be established at the onset of the operation based on available information as well as newly collected data. The CFSAM reports will function as the benchmark for food security information. Demographic Health Surveys (DHS) and Multi Indicator Cluster Surveys (MICS) reports will provide health and nutrition information on 'normal' times and will be used in addition to internationally agreed benchmarks. For further information on above listed indicators, the first measure of the proposed sentinel sites methodology, to be conducted as soon as possible upon initiation of the operation, will serve as the benchmark.

## ***B. Outputs***

116. Monthly monitoring of operation indicators will take place by WFP and Implementing Partners with regard to food distributions, and target beneficiaries. Typical indicators will include quantities and types of food commodities distributed, number of beneficiaries by sex and age and number of recipients by sex. These indicators will be collected by activity type. The information will be analysed to reflect the % of planned Mts, % of planned beneficiaries and actual ration versus planned ration (size and composition), which will allow for performance and progress appraisal of each activity.

## ***C. Assumptions & Risks***

117. A central position in the output monitoring system will be reserved for end user or beneficiary contact monitoring. This will not only allow for close follow up on food usage but will also facilitate the monitoring of assumptions and risks related to the expected progression from outputs to outcomes and thus the achievement of the identified objectives. Furthermore assumptions/risks identified in para 19 will be included in the monitoring systems.

## ***D. Arrangements***

118. The monitoring arrangements are similar for the general distribution and other complementary activities unless distribution modalities are different, e.g. institutional feeding such as schools and health centers. IPs are responsible for monitoring and reporting according to standard WFP report formats which are submitted to WFP Sub Offices throughout the region. WFP collates the information received from IPs and makes this available to national-level management committees for decision-making. WFP's own Food Aid Monitors will ensure reliability of all data collected by IPs as well as facilitate the flow of information from sub-national to national levels.
119. For monitoring of School Feeding, WFP food aid monitors, national and sub-national level IPs including Ministry of Education and local school authorities will continue to provide monthly reports. The role and capacity of PTAs, during this

emergency period, in implementation and monitoring of the programme will be explored and strengthened as per the realistic feasibility.

120. In Malawi, the monitoring of therapeutic and supplementary feeding activities will be undertaken by Ministries of Health, UNICEF, and IPs, the latter of which include both those directly implementing TF and SF activities and those coordinating emergency activities at sub-national levels. Through centralised collation and analysis, information from nutritional surveillance and nutrition activities will contribute to ongoing food security and programme implementation monitoring.

### ***E. Reporting***

121. Consolidated regional programme performance reports will be prepared regularly, providing information on progress made towards the programme targets and objectives. These reports will be closely linked to donor and press briefs and operational reports, to be posted on the ReLogS website.

### ***F. Evaluation***

122. In the beginning of 2003, six months into the operation, a self-evaluation will be conducted linked to a strategizing exercise so as to plan the follow up needs and modalities for relief and/or recovery assistance from April 2003 onwards. Possibilities for undertaking a Real Time Evaluation of the Southern Africa Crisis Response are also being explored with OEDE.

---

## **XIII. BUDGET SUMMARY**

**Table 9. Overview of budget items**

| <b>Project Budget by Component</b> | <b>MT</b> | <b>US\$</b>        |
|------------------------------------|-----------|--------------------|
| TOTAL COMODITIES                   | 992,459   | 193,154,209        |
| EXTERNAL TRANSPORT                 |           | 66,345,750         |
| LTSH                               |           | 156,073,791        |
| ODOC                               |           | 23,686,089         |
| DIRECT SUPPORT COSTS (DSC)         |           | 31,308,891         |
| INDIRECT SUPPORT COSTS (ISC) 7.8%  |           | 36,704,361         |
| <b>TOTAL WFP COSTS</b>             |           | <b>507,273,091</b> |

123. The food costs of the operation equal 38% of the total costs. It should be noted that five of the countries are landlocked countries, which leads to increased overland transport costs. The LTSH regional rate has been based on a weighted average of the country rates. Areas targeted for assistance are most often very remote, which entails high internal transport and distribution costs. Cereals represent the bulk of the food basket (75%), and US maize prices are at a record low, bringing the food costs down.

124. The non-food budget also includes support to our NGO partners as described above. Given the need for proper monitoring, additional funding for monitors has been included in the budget. Support to NGO partners is built into the ODOC and

the LTSH and totals around 37 million USD. Inclusion of the NGO support costs brings the food value down from 42% to 38%.

125. Of the US\$ 31,308,891 Direct Support Cost requirement, US\$ 3.5 million have been advanced by the IRA to cover urgent start up costs to facilitate a rapid intervention.

---

#### **XIV. RECOMMENDATION**

126. This regional EMOP to assist 10,255,850 people in Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe is recommended for joint approval by the WFP Executive Director and FAO Director General as per the budget attached.

---

#### **XV. APPROVAL**

**James T. Morris**  
Executive Director, WFP

**Jacques Diouf**  
Director General, FAO

**Date:**

**Date:**

## LIST OF ACRONYMS

---

|          |   |
|----------|---|
| CFSAM    | Crop and Food Supply Assessment Mission                         |
| CSB      | Corn Soya Blend   |
| CTS      | Commodity Tracking System                                       |
| DFID     | Department for International Development (UK)                   |
| DHS      | Demographic Health Surveys                                      |
| ECOSOC   | Economic and Social Council                                     |
| EDP      | Extended Delivery Point   |
| EMOP     | Emergency Operation   |
| FANR     | Food Agriculture and Natural Resources unit                     |
| FAO      | Food and Agriculture Organization (UN)                          |
| FDP      | Final Distribution Point  |
| FEWS NET | Famine Early Warning Systems Network                            |
| FFW      | Food For Work   |
| GFD      | General Food Distribution                                       |
| GLR      | Great Lakes Region  |
| H/A      | Height for Age  |
| HEM      | High-energy milk  |
| HIV/AIDS | Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome |
| IFRC     | International Federation of Red Cross                           |
| INGC     | Instituto Nacional de Gestao de Calamidades                     |
| IP       | Implementing Partner  |
| IRA      | Immediate Response Account                                      |
| LOU      | Letter of Understanding   |
| LTSH     | Landside Transport, Storage and Handling                        |
| MCH      | Mother Child Health   |
| MICS     | Multi Indicator Cluster Surveys                                 |
| MOU      | Memorandum of Understanding                                     |
| MoE      | Ministry of Education   |
| NGO      | Non-Governmental Organization                                   |
| NRU      | Nutrition Rehabilitation Unit                                   |
| NVAC     | National Vulnerability Assessment Committee                     |
| OCHA     | Office for the Coordination of Humanitarian Affairs             |
| ODK      | Regional Bureau for East and Southern Africa                    |
| ODOC     | Other Direct Operational Costs                                  |
| OEDE     | Office of Evaluation, WFP                                       |
| PLWHA    | People living with HIV/AIDS                                     |
| PRRO     | Protracted Relief and Recovery Operation                        |
| PTA      | Parents/Teachers Association                                    |
| ReLogS   | Regional Logistics Structure                                    |
| RMCU     | Regional Management Coordination Unit                           |
| RVAC     | Regional Vulnerability Assessment Committee                     |
| SADC     | Southern Africa Development Community                           |
| SCF-UK   | Save the Children Foundation (UK)                               |
| SFC      | Supplementary Feeding Centre                                    |
| SFP      | School Feeding Programme  |
| SO       | Special Operation   |
| TFC      | Therapeutic Feeding Centre                                      |
| UNICEF   | United Nation's Children's Fund                                 |
| USAID    | United States Agency for International Development              |
| VAM      | Vulnerability Analysis and Mapping                              |
| W/A      | Weight for Age  |
| W/H      | Weight for Height   |
| WHO      | World Health Organization                                       |

**PROJECT BUDGET PLAN SUMMARY**  
**W I N G S Version**

|                           |                |
|---------------------------|----------------|
| <b>Project Type:</b>      | REG. EMOP      |
| <b>Recipient Country:</b> | REGIONAL (ALL) |
| <b>Project Number:</b>    | 10200.0        |
| <b>Duration (months):</b> | 9.0            |
| <b>Start Date:</b>        | 01-Jul-2002    |
| <b>End Date:</b>          | 31-Mar-2003    |

*Total US\$*

|                                       |                       |
|---------------------------------------|-----------------------|
| <b>DIRECT OPERATIONAL COSTS (DOC)</b> | <b>\$ 439,259,839</b> |
|---------------------------------------|-----------------------|

|                                   |                      |
|-----------------------------------|----------------------|
| <b>DIRECT SUPPORT COSTS (DSC)</b> | <b>\$ 31,308,891</b> |
|-----------------------------------|----------------------|

|                               |                       |
|-------------------------------|-----------------------|
| <b>TOTAL WFP DIRECT COSTS</b> | <b>\$ 470,568,730</b> |
|-------------------------------|-----------------------|

|  |                      |
|--|----------------------|
| <b>INDIRECT SUPPORT COSTS (ISC) 7.8%</b> | <b>\$ 36,704,361</b> |
|--|----------------------|

|                        |                       |
|------------------------|-----------------------|
| <b>TOTAL WFP COSTS</b> | <b>\$ 507,273,091</b> |
|------------------------|-----------------------|

| <i>Cost Category</i>      | <i>Tonnage</i> | <i>Value</i>          |
|---------------------------|----------------|-----------------------|
| <b>Commodity</b>          |                |                       |
| Cereals                   | 727,059        | \$ 101,788,260        |
| Pulses                    | 127,529        | \$ 45,655,382         |
| Veg Oil                   | 26,640         | \$ 17,395,920         |
| Blended Food              | 110,749        | \$ 27,908,748         |
| Sugar                     | 361            | \$ 97,470             |
| DSE                       | 121            | \$ 308,429            |
|                           | -              | \$ -                  |
|                           | -              | \$ -                  |
|                           | -              | \$ -                  |
| <b>Total Commodities</b>  | <b>992,459</b> | <b>\$ 193,154,209</b> |
| <b>External Transport</b> |                | <b>\$ 66,345,750</b>  |
|                           |                | <b>\$ 72,984,842</b>  |
| ITSH                      |                | <b>\$ 83,089,209</b>  |
| Overland                  |                | <b>\$ 156,073,791</b> |
| <b>LTSH</b>               |                | <b>\$ 23,686,089</b>  |
| <b>ODOC</b>               |                | <b>\$ 23,686,089</b>  |

1/ This format should also be used for Project Budget Plan Revisions.

2/ Please adapt your planning according to the Project Document (duration of the project).

3/ This worksheet includes total amount for all years.

4/ In the case of a Regional EMOP, this includes total amounts per country for all years.

Different sets of this format have to be filled in per country.

5/ The ISC is indicated here to provide a picture of the overall WFP costs even though they are not Project Costs per se.

The ISC rate may be amended by the Executive Board during the Project's life.

# **BUDGET PLAN EXPLANATION GUIDELINES**

## **I. Plan Overview**

see word file (over 14 pages long)

## **II. Direct Operational Costs**

## **III. Direct Support Costs**

## **IV. Overall Budget Justification**





## **REGIONAL MANAGEMENT COORDINATION UNIT (Johannesburg)**

### **I. Plan Overview**

### **II. Direct Operational Costs**

None

### **III. Direct Support Costs**

The Office from Johannesburg is a complete start up office.

#### Staff

1 D1 Deputy Emergency Coordinator  
1 P4 Head of HR  
1 P4 Head of Finance and Administration  
1 P4 Head of ICT  
2 P4 Public Information  
1 P4 Security  
1 P3 Nutritionist  
1 P2 HR Officer (HQ)  
2 P2 Liaison Officer (HQ)  
2 G5 HR Clerk (HQ)

#### International Consultants

Management Coordination Unit international consultants include assistance in: 1 Contingency Planning Specialist; 1 Donor Liaison; 1 Reporting; 1 VAM Tech; 2 additional ICT assistance; Real Time Evaluation consultants. In addition several specialize consultants are envisaged assisting during critical periods with Media and Public Information.

The extensive Assessment Program led by the VAM team will require 24 months equivalent of consultants for the 2 large-scale regional VAM missions in July and December and several specialized missions.

#### Furniture

The landlord has provided some of the basic furniture. However, remaining to purchase are additional desks, chairs, meeting tables, registry file unit, shelves and partitioning.

#### TC/IT Equipment

Some equipment has already been purchased such as initial computer needs, copier, scanner, fax and 2 desktop printers. In addition, 3 laser printers for WINGS printing, cell phones and additional 15 computers. Other specialized equipment such as plotter, heavy duty PC for graphics, media and video equipment

#### Vehicles.

3 new vehicles will be required, 2 town cars and one staff van to facilitate staff movement.

### **IV. Overall Budget Justification**

The total cost of the regional management unit is \$3.7million, which includes 5 posts at HQ.

## ANNEX I Development Indicators by Country

|   | Lesotho    | Malawi     | Mozambique | Swaziland | Zambia     | Zimbabwe   |
|---|------------|------------|------------|-----------|------------|------------|
| Least Developed Country?                                    | YES        | YES        | YES        | NO        | YES        | NO         |
| Low Income Food Deficit Country?                            | YES        | YES        | YES        | YES       | YES        | NO         |
| <b>Basic Indicators</b>                                     |            |            |            |           |            |            |
| Human Development Index Rank                                | 120        | 151        | 157        | 113       | 143        | 117        |
| Human Development Index Value                               | 0.541      | 0.397      | 0.323      | 0.583     | 0.427      | 0.554      |
| Gender Development Index Rank                               | 111        | 137        | 141        | 102       | 127        | 106        |
| Adult Literacy (Female)                                     | 93.3%      | 45.3%      | 27.9%      | 77.9%     | 70.2%      | 83.8%      |
| Adult Literacy (Male)                                       | 71.7%      | 73.8%      | 59.3%      | 80%       | 84.6%      | 92.3%      |
| Life Expectancy at Birth (Female)                           | 48 years   | 40.2 years | 40.8 years | 48 years  | 40.6 years | 42.6 years |
| Life Expectancy at Birth (Male)                             | 47.8 years | 40.4 years | 38.8 years | 46 years  | 41.4 years | 43.2 years |
| Seats Held In Parliament By Women                           | 10.7%      | 9.3%       | 30.0%      | 6.3%      | 10.1%      | 9.3%       |
| <b>Economic Indicators</b>                                  |            |            |            |           |            |            |
| GDP (PPP USD Billions)*****                                 | 3.9        | 6.3        | 14.9       | 4.1       | 7.5        | 34.6       |
| GDP Per Capita (PPP USD)*****                               | \$1,854    | \$586      | \$861      | \$3,987   | \$756      | \$2,876    |
| GDP Annual Growth Rate (1990-1999)                          | 2.1%       | 0.9%       | 3.8%       | -0.2%     | -2.4%      | 0.6%       |
| Population Below 1 USD/Day                                  | 43.10%     | N/A        | 37.90%     | N/A       | 63.70%     | 36.00%     |
| Agriculture as a Percentage of GDP****                      | 17.3%      | 38%        | 30.9%      | 18.3%     | 24.1%      | 20.1%      |
| <b>Demographic and Health Indicators</b>                    |            |            |            |           |            |            |
| Total Population (1999) in millions                         | 2.0        | 11.0       | 17.9       | 0.9       | 10.2       | 12.4       |
| Urban Population (1999)                                     | 27.1%      | 23.5%      | 38.9%      | 26.1%     | 39.5%      | 34.6%      |
| Population Under 15 (1999)                                  | 39.4%      | 46.4%      | 43.9%      | 41.8%     | 46.5%      | 45.4%      |
| Population Using Adequate Sanitation facilities             | 92.0%      | 77.0%      | 43.0%      | N/A       | 78.0%      | 68.0%      |
| Population Using Improved Water Sources                     | 91%        | 57%        | 60%        | N/A       | 64%        | 85%        |
| Population with Accesss to Essential Drugs                  | 80%        | 44%        | 50%        | 100%      | 66%        | 70%        |
| Undernourished People ***                                   | 25%        | 35%        | 54%        | 12%       | 47%        | 39%        |
| <b>Child and Maternal Health Indicators</b>                 |            |            |            |           |            |            |
| Children Wasting **   | 5%         | 6%         | 8%         | NA        | 6%         | 6%         |
| Children Under Weight for Age **                            | 18%        | 25%        | 26%        | NA        | 25%        | 13%        |
| Children Under Height for Age **                            | 45%        | 49%        | 36%        | NA        | 53%        | 32%        |
| Infants with Low Birth-weight                               | 11%*       | 20%*       | 12%        | 10%*      | 13%*       | 27%        |
| Infant Mortality Rate (per 1,000 live births)               | 93         | 132        | 127        | 62        | 112        | 60         |
| Under-five Mortality Rate (per 1,000 live births)           | 134        | 211        | 203        | 90        | 202        | 90         |
| Maternal Mortality Ratio Reported (per 100,000 live births) | N/A        | 620        | 1100       | 230       | 650        | 400        |

<sup>1</sup> **Source:** UNDP Human Development Report 2001. All data from 1999 unless otherwise noted.

\* Data refer to a year or period other than that specified, differ from the standard definition or refer to only part of a country.

\*\* Malnutrition data as per most recent DHS and MICS

\*\*\* Proportion of people with access to less than their daily energy requirement

\*\*\*\* **Source:** World Bank "Country At A Glance" Statistics ([www.worldbank.org](http://www.worldbank.org)). Data reflect 1999 values.

\*\*\*\*\* PPP: Purchasing Power Parity - The dollar values given have been adjusted in an attempt to account for differences in purchasing power/cost-of-living between countries.

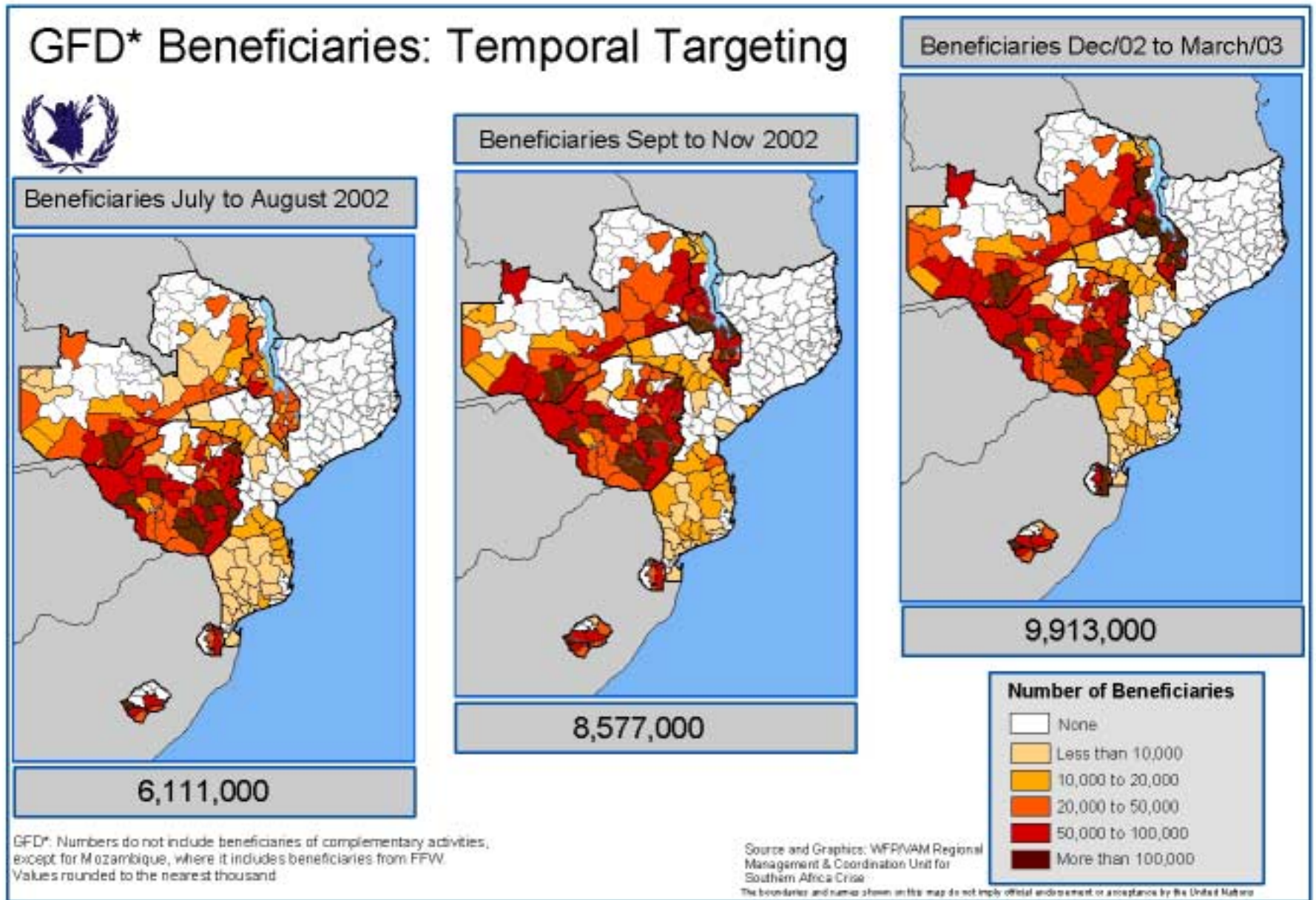
## ANNEX II. Complementary activities, cumulative number of beneficiaries by sex

| Country           | Activity                        | Women            | Men              | Total            |
|-------------------|---------------------------------|------------------|------------------|------------------|
| <b>Zimbabwe</b>   | Vulnerables                     | 1,000,000        | 1,000,000        | 1,000,000        |
|                   | <b>TOTAL</b>                    | <b>1,000,000</b> | <b>1,000,000</b> | <b>1,000,000</b> |
|                   |                                 |                  |                  |                  |
| <b>Malawi</b>     | SFC, <5                         | 44,400           | 54,200           | 98,600           |
|                   | SFC outreach                    | 44,400           | 54,200           | 98,600           |
|                   | SFC, women                      | 112,500          | 0                | 112,500          |
|                   | TFC, <5s                        | 15,200           | 22,800           | 38,000           |
|                   | TFC, caretakers                 | 38,000           | 0                | 38,000           |
|                   | SFP, meal                       | 40,000           | 60,000           | 100,000          |
|                   | <b>TOTAL</b>                    | <b>294,500</b>   | <b>191,200</b>   | <b>485,700</b>   |
|                   |                                 |                  |                  |                  |
| <b>Zambia</b>     | TFC, Urban                      | 23,400           | 21,600           | 45,000           |
|                   | <b>TOTAL</b>                    | <b>23,400</b>    | <b>21,600</b>    | <b>45,000</b>    |
|                   |                                 |                  |                  |                  |
| <b>Mozambique</b> | Vulnerables                     | 55,500           | 44,500           | 100,000          |
|                   | <b>TOTAL</b>                    | <b>55,500</b>    | <b>44,500</b>    | <b>100,000</b>   |
|                   |                                 |                  |                  |                  |
| <b>Lesotho</b>    | SFP                             | 58,300           | 51,700           | 110,000          |
|                   | <b>TOTAL</b>                    | <b>58,300</b>    | <b>51,700</b>    | <b>110,000</b>   |
|                   |                                 |                  |                  |                  |
| <b>Swaziland</b>  | N/A                             | N/A              | N/A              | N/A              |
|                   |                                 |                  |                  |                  |
| <b>TOTAL</b>      |                                 | <b>1,431,700</b> | <b>1,309,000</b> | <b>2,740,700</b> |
| <b>TOTAL</b>      | <b>Additional beneficiaries</b> | <b>199,800</b>   | <b>143,050</b>   | <b>342,850</b>   |

The figures in above table indicate the total number of individuals supported through the complementary activities during the EMOP period. This number includes the accumulation of beneficiaries in selective feeding programmes in Malawi where the average duration of support is one month for therapeutic feeding and 3 months for supplementary feeding.

The total number of additional beneficiaries, as reflected above (last row), refers to those beneficiaries that are not also counted under the GFD/FFW. It is assumed that 50% of the schoolchildren and nutrition center clients are from families different from those covered under the large scale food distribution. Furthermore, all urban beneficiaries in Zambia are in addition to the rural target group. Supplementation programmes in Zimbabwe and Mozambique are expected to target mainly those already covered under GFD/FFW.

ANNEX III. Beneficiaries by district by time period



## ANNEX IV Rations by Country and Activity

| Rations           |                 | maize gr | maize ml | pulses | oil | CSB | Sugar | DSM | total | kcal    | prot-gr | prot En% | fat-gr | fat-en% |
|-------------------|-----------------|----------|----------|--------|-----|-----|-------|-----|-------|---------|---------|----------|--------|---------|
|                   |                 |          |          |        |     |     |       |     |       |         |         |          |        |         |
| <b>Zimbabwe</b>   | GFD             |          | 334      | 60     | 20  | 0   | 0     | 0   | 414   | 1,580.4 | 42.1    | 10.6     | 32.4   | 18.5    |
|                   | vulnerable +    | 0        | 0        | 0      | 0   | 100 | 0     | 0   | 100   | 380.0   | 18.0    | 18.9     | 6.0    | 14.2    |
|                   |                 |          |          |        |     |     |       |     |       |         |         |          |        |         |
| <b>Malawi</b>     | GFD             | 303      | 0        | 61     | 0   | 76  | 0     | 0   | 440   | 1,553.7 | 56.2    | 14.5     | 17.4   | 10.1    |
|                   | SFC, <5         | 0        | 0        | 0      | 30  | 200 | 30    | 0   | 260   | 1,145.5 | 36.0    | 12.6     | 42.0   | 33.0    |
|                   | SFC, outreach   | 0        | 0        | 0      | 0   | 100 | 0     | 0   | 100   | 380.0   | 18.0    | 18.9     | 6.0    | 14.2    |
|                   | SFC, women      | 0        | 250      | 75     | 0   | 200 | 0     | 0   | 525   | 1,911.3 | 73.5    | 15.4     | 21.7   | 10.2    |
|                   | TFC <5s         | 0        | 0        | 0      | 200 | 100 | 170   | 160 | 630   | 3,406.0 | 75.6    | 8.9      | 207.6  | 54.9    |
|                   | TFC, caretakers | 0        | 900      | 75     | 100 | 0   | 0     | 0   | 1075  | 4,376.3 | 96.0    | 8.8      | 132.4  | 27.2    |
|                   | SFP, meal       | 0        | 0        | 0      | 0   | 150 | 0     | 0   | 150   | 570.0   | 27.0    | 18.9     | 9.0    | 14.2    |
|                   |                 |          |          |        |     |     |       |     |       |         |         |          |        |         |
| <b>Zambia</b>     | GFD, rural 1    | 350      | 0        | 0      | 0   | 0   | 0     | 0   | 350   | 1,225.0 | 35.0    | 11.4     | 14.0   | 10.3    |
|                   | GFD,rural 2     | 350      | 0        | 60     | 0   | 0   | 0     | 0   | 410   | 1,426.0 | 47.0    | 13.2     | 14.7   | 9.3     |
|                   | TFD, urban      | 350      | 0        | 0      | 0   | 0   | 0     | 0   | 350   | 1,225.0 | 35.0    | 11.4     | 14.0   | 10.3    |
|                   | TFD urban kids  | 350      | 0        | 0      | 20  | 180 | 0     | 0   | 550   | 2,086.0 | 67.4    | 12.9     | 44.8   | 19.3    |
|                   |                 |          |          |        |     |     |       |     |       |         |         |          |        |         |
| <b>Mozambique</b> | GFD             | 500      | 0        | 50     | 25  | 0   | 0     | 0   | 575   | 2,138.8 | 60.0    | 11.2     | 45.6   | 19.2    |
|                   | FFW             | 500      | 0        | 50     | 25  | 0   | 0     | 0   | 575   | 2,138.8 | 60.0    | 11.2     | 45.6   | 19.2    |
|                   | vulnerables +   | 0        | 0        | 0      | 0   | 100 | 0     | 0   | 100   | 380.0   | 18.0    | 18.9     | 6.0    | 14.2    |
|                   |                 |          |          |        |     |     |       |     |       |         |         |          |        |         |
| <b>Lesotho</b>    | GFD             | 0        | 450      | 100    | 25  | 0   | 0     | 0   | 575   | 2,176.3 | 60.5    | 11.1     | 42.0   | 17.3    |
|                   | GFD-cold        | 0        | 500      | 100    | 30  | 0   | 0     | 0   | 630   | 2,400.5 | 65.0    | 10.8     | 48.7   | 18.3    |
|                   | SFP, meal       | 0        | 150      | 40     | 10  | 0   | 0     | 0   | 200   | 762.5   | 21.5    | 11.3     | 15.7   | 18.6    |
|                   |                 |          |          |        |     |     |       |     |       |         |         |          |        |         |
| <b>Swaziland</b>  | GFD             |          | 400      | 60     | 20  | 100 | 0     | 0   | 580   | 2,198.0 | 66.0    | 12.0     | 40.7   | 16.7    |

TFC ration for children reflects the ingredients of phase I and II feeding. TFC caretaker ration provides support to the caretaker and two siblings during 24 hour stay in TFC.

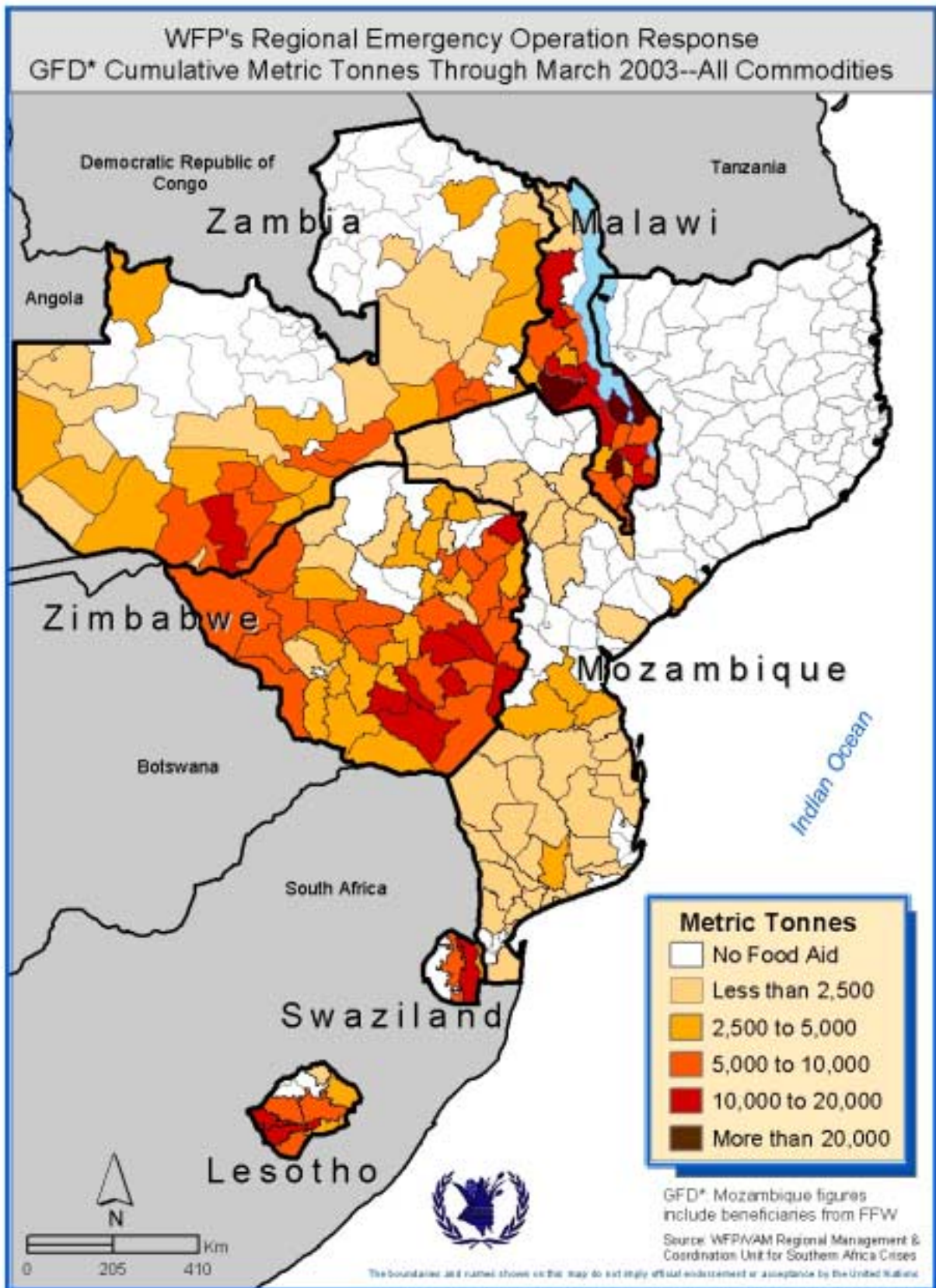


Figure V: Spatial distribution of cumulative metric tones of food aid through March 2003 (all commodities), by district.

## Annex VI. Vulnerability Assessment and Monitoring Schedule

| Type of Assessment                    | Schedule                                  | Characteristics   | Key Events to Consider   | Outputs  |
|---------------------------------------|---|---|--|--|
| <b>Vulnerability Assessment No. 1</b> | <b>August 2002</b>                        | <ul style="list-style-type: none"> <li>• Combination of primary and secondary data</li> <li>• Household interviews in all affected areas</li> <li>• Coverage of all affected areas</li> </ul> | <ul style="list-style-type: none"> <li>• Final national crop assessments</li> <li>• winter harvest</li> <li>• commercial import commitments</li> <li>• government policies</li> <li>• Prices fluctuations</li> <li>• El Nino probability</li> <li>• civil stability</li> </ul> | <ul style="list-style-type: none"> <li>• Comprehensive national and region report of food security status jointly published under the VAC</li> <li>• Improved geographic, temporal, and socio-economic targeting in time for the large step-up of assistance in September</li> <li>• Identify monitoring indicators</li> </ul> |
| <b>Vulnerability Assessment No. 2</b> | <b>December 2002</b>                      | <ul style="list-style-type: none"> <li>• Combination of primary and secondary data</li> <li>• Household interviews in all affected areas</li> <li>• Comprehensive coverage</li> </ul>         | <ul style="list-style-type: none"> <li>• Condition of planting season</li> <li>• maize prices</li> <li>• government policies</li> <li>• volume of commercial imports</li> <li>• civil stability</li> <li>• * El Nino/climate status</li> </ul>                                 | <ul style="list-style-type: none"> <li>• Comprehensive national and region report of food security status jointly published thru the VAC</li> <li>• Information for targeting and programme adjustments in time for the most critical months leading up to the next harvest</li> </ul>   |
| <b>Key Indicator Monitoring</b>       | Continuous through March 2003, and beyond | <ul style="list-style-type: none"> <li>• Continuous collection and analysis of secondary data</li> </ul>  | <ul style="list-style-type: none"> <li>• Market prices</li> <li>• Rainfall patterns</li> <li>• Nutritional levels</li> <li>• other</li> </ul>  | <ul style="list-style-type: none"> <li>• Periodic reports published by the VAC, and building from regular FEWSNET reports</li> </ul>   |
| <b>Thematic Monitoring</b>            | Continuous through March 2003, and beyond | <ul style="list-style-type: none"> <li>• * Topical research on HIV/AIDS, commercial sector capabilities, and government policies.</li> </ul>  | <ul style="list-style-type: none"> <li>• Research will link to WFP and partner policy and programming needs</li> </ul>   | <ul style="list-style-type: none"> <li>• Topical research reports</li> </ul>   |

## ANNEX VIII NGO IMPLEMENTING PARTNERS

| COUNTRY    | NGO  |
|------------|--|
| Lesotho    | Dorcas Aid International, World Vision   |
| Malawi     | Goal, CARE, SC/UK, SC/US, Africare, Emmanuel International, CRS, Malawi Red Cross, World Vision  |
| Mozambique | CARE, World Vision International, Mozambican Red Cross, CEDES, German Agro Action and Lutheran World Federation. Possible other partners are SCF/US, Concern, Goal and smaller local NGOs.   |
| Swaziland  | African Cooperative Action Trust (ACAT), Baphalali Swaziland Red Cross Society, Caritas Swaziland, Council of Swaziland Churches (CSC), Lutheran Development Service (LDS), Save the Children Fund Swaziland, Swaziland Farmer Development Foundation, Women's Resource Centre, World Vision Swaziland |
| Zambia     | CARE, CRS, LWF, WV Int., ADRA, Programme against Malnutrition, Evangelical Federation of Zambia, Oxfam, MSF  |
| Zimbabwe   | CARE, World Vision, ORAP (national), Christian Care (national)   |

# Outline of Southern Africa Regional Logistics Operation, 2002

World Food Programme 

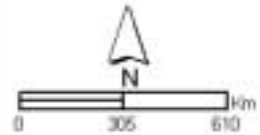
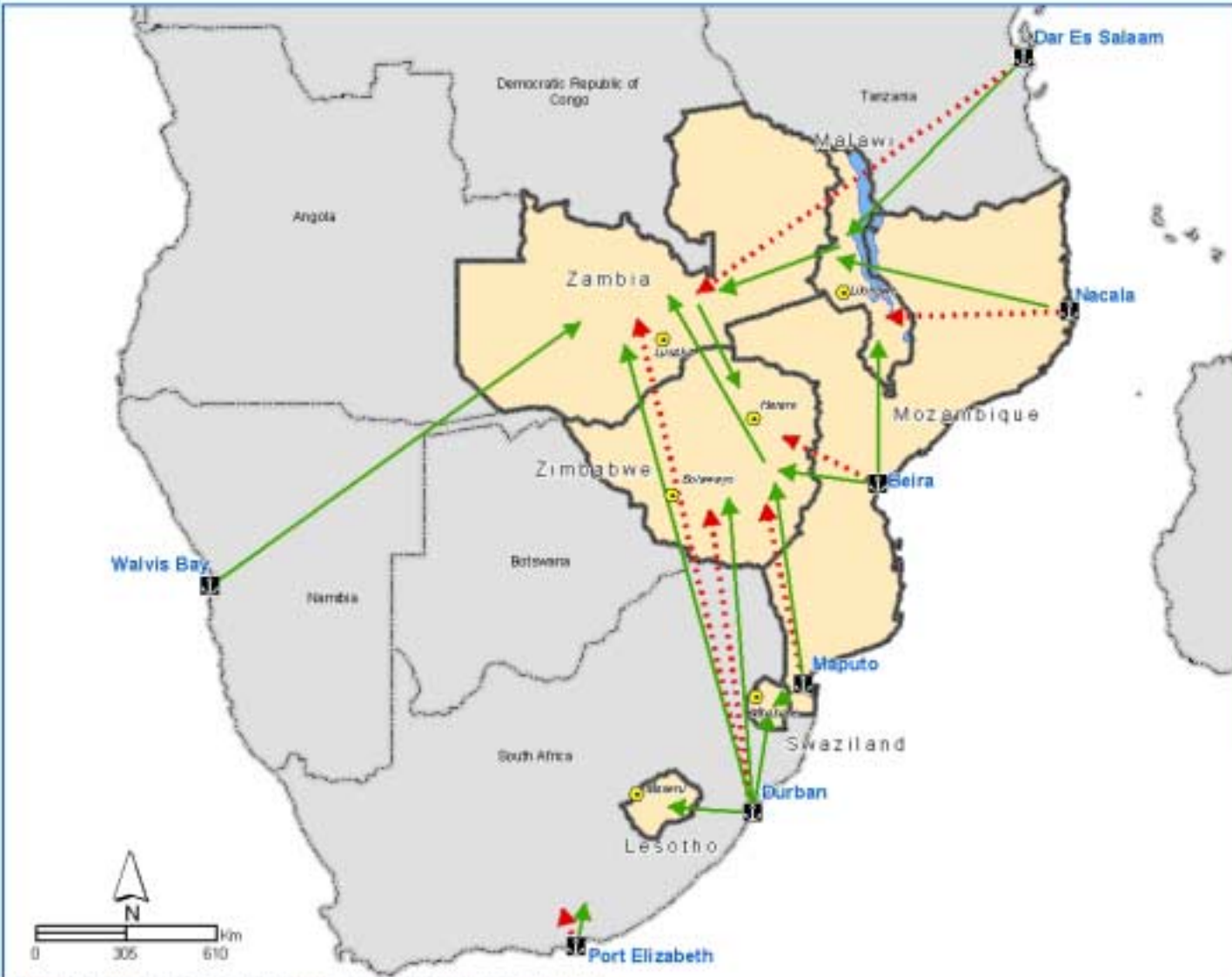


### Regional Logistics Operations

-  Ports
- Direction of Commodity Movement
  -  Road
  -  Railway
- Administrative Boundary
  -  Major City
  -  Country in Need
  -  Neighborhood Country

### World Food Programme

Data based on Capacity Assessments carried out by the WFP Logistics Teams, August 2001 - May 2002  
 Graphics Produced by WFP UAM Use&OOD Maputo Cluster Information at 21 June 2002  
 Spatial Data from Global Discovery & AODS



The boundaries and names shown on this map do not imply official endorsement or acceptance by the United Nations

ANNEX VII: Regional Southern Africa Logistics Operation.

## ANNEX IX. Logframe for the Southern Africa Crisis Response EMOP

|   | Performance indicators   | Assumptions   |
|---|--|---|
| <p><b>Goal:</b></p> <ul style="list-style-type: none"> <li>▪ Save lives and livelihoods in a context of adverse climatic conditions, economic decline and high HIV/AIDS prevalence.</li> </ul>  | <ul style="list-style-type: none"> <li>• Under 5 mortality rate &amp; CDR (by sex)</li> <li>• Area planted</li> <li>• Seed stocks</li> <li>• Social support networks</li> </ul>  | <ul style="list-style-type: none"> <li>• Climatic factors are favorable and allow quick return to normal.</li> <li>• The trend of economic decline will be reversed, adequate policies put in place and action taken by Governments.</li> <li>• No major disease outbreaks</li> </ul>   |
| <p><b>Purpose</b></p> <ul style="list-style-type: none"> <li>• Prevent severe food shortages at household level that could lead to the deterioration of nutritional status and starvation.</li> <li>• Safeguard the nutritional wellbeing of vulnerable segments of the population such as PLWHA, children, expectant and nursing women, the elderly.</li> <li>• Preserve productive and human assets</li> <li>• Prevent distress migration from affected areas to urban centres, South Africa (RSA) and other neighbouring countries.</li> </ul> | <ul style="list-style-type: none"> <li>• Size and composition of the household food basket</li> <li>• Early yield consumption</li> <li>• Nutritional status (W/H, proxy, MDD)</li> <li>• Morbidity and mortality data</li> <li>• Nutritional value of the household food basket</li> <li>• Sale and prices of assets, food, livestock</li> <li>• School attendance &amp; drop out rates</li> <li>• Health care attendance</li> <li>• Maintenance of household water and sanitation infrastructure</li> <li>• Level of migration</li> </ul> | <ul style="list-style-type: none"> <li>• Food will be eaten, not sold or changed to other commodities in a significant amount.</li> <li>• No significant redistribution of general or supplementary ration will take place.</li> <li>• Food is a sufficient incentive to minimize out migration to urban areas and RSA.</li> <li>• Non-dietary causes of malnutrition are dealt with by interventions from other UN agencies and Governments</li> </ul> |
| <p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>• 9,958,000 number of persons supported through contributions to HH food basket</li> <li>• 385,700 number of children and women supported through selective feeding programmes</li> <li>• 210,000 number of children benefiting from a daily school meal</li> <li>• 80% of recipients will be women</li> <li>• 50% of food management committee members are women</li> <li>• 30% of committee management will be women</li> </ul>  | <ul style="list-style-type: none"> <li>• Quantity, type and nutritional value of food delivered</li> <li>• No. of beneficiaries by category, sex, and age group, benefiting</li> <li>• Timeliness of delivery of food.</li> <li>• Proportion of women among recipients</li> <li>• Proportion of women in food management committees</li> </ul>   | <ul style="list-style-type: none"> <li>• IPs are following the targeting criteria agreed.</li> <li>• Infrastructure and facilities are in place to allow timely access and delivery of food to distribution and feeding centers.</li> <li>• Beneficiaries have access to supplementary and general food distribution centers.</li> <li>• No pipeline breaks.</li> </ul>   |

**ANNEX IX. Logframe for the Southern Africa Crisis Response EMOP**