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## COUNTRY STRATEGY OUTLINES

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## COUNTRY STRATEGY OUTLINE— CHAD

### ABSTRACT

Chad is classified both as a least developed country (LDC) and as a low-income, food-deficit country (LIFDC)—the FAO Aggregate Household Food Security Index was 64.5 for 1993–95. In 1997 it ranked 164<sup>th</sup> on UNDP's Human Development Index (HDI). Its per capita gross national product (GNP) in 1995 was 180 dollars and the infant (0–5) mortality rate 117 per 1,000.

The proposed strategy is set in the context of the wider strategy now being put in place by WFP for the Sahel region. This involves making use of food-aid-supported development activities to strengthen the capacity and survival strategies of targeted populations and in this way lessen the impact of the crises in food availability which usually stem from drought. This strategy will also enable WFP to respond more quickly to such crises by turning to ongoing development activities for the requisite food (borrowing from stocks held for those activities).

Other than for the sector already targeted (primary education), WFP will need to make partnership agreements with other organizations (such as NGOs) so that WFP assistance can be provided in other sectors where food aid can play a significant role (such as management and control of water, and improvement of nutritional status).

A relatively short time frame (1999–2000) is proposed in this strategy because of the need to harmonize the programming cycle with that of other United Nations organizations operating in the country. The next joint programming cycle will span the years 2001 to 2005; the Secretariat proposes that the Chad country programme for that period be approved during the second half of the year 2000. The programme would take into account any adjustments required as a result of changes in government policy and the evolving situation, including the programmes of other donor agencies.

The total annual level of food resources needed is estimated at 6,000 tons a year with a value of about four million dollars.

## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for consideration.**

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2641).



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## INTRODUCTION

### The macro-economic context

1. Chad covers an area of 1,284,000 square kilometres; its population is currently estimated at seven million inhabitants, of whom 80 percent live in rural areas. Poverty affects 54 percent of this rural population. The country is land-locked (the nearest seaport being 1,800 kilometres from the capital) and the road network has less than 400 kilometres of all weather roads usable at any season of the year.
2. Its recent history has been characterized by 30 years of civil war which has disrupted the economy and weakened State infrastructure. A process of stabilization and democratization was launched in 1991 which led to the first presidential elections in 1996 and legislative elections in 1997. This very positive turn of events is under threat once more with renewed political troubles manifesting themselves in the south of the country at the beginning of 1998.
3. Agriculture and livestock raising, responsible for more than 40 percent of the gross domestic product (GDP), form the basis of the country's economy. Cotton is the only commercial crop, accounting for 78 percent of exports. With its mainly rural and uneducated population, and with the high cost of electric power (one of the dearest in the world), the creation of the infrastructure necessary to develop other sectors of the economy remains difficult. The informal sector is still the main source of employment and this further exacerbates poverty.
4. Since 1987 several structural adjustment programmes (SAP) have been tried. In the period 1990–96 the GDP grew by an average of 2.5 percent. With the devaluation of the CFA franc, the flow of external resources declined considerably in 1994; hardest-hit by the combined effects of devaluation and the rigours imposed by the SAP were the poorest sectors of the population. A revised orientation plan was adopted for the period 1998-2005. This plan is centred around macro-economic policy and lays stress on the fight against poverty and on improving living conditions for all Chadians.
5. Although the donor community has been disengaging itself from Chad since 1990 and general development assistance has fallen off in recent years, the country remains profoundly dependent on external aid. In 1996 development assistance amounted to 212 million dollars.<sup>1</sup> International cooperation is the source of over 80 percent of all investment.
6. Lastly, in the medium term, development of the petroleum assets discovered in the south of the country may modify the macro-economic situation. From 2001 onwards annual revenues of some 125 million dollars a year are forecast.

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<sup>1</sup> All monetary values are expressed in United States dollars.



## FOOD INSECURITY AND THE HUNGRY POOR

### Food insecurity at the national level

7. The lack of both national and regional updated statistics makes it extremely hard to offer an analysis of poverty and food insecurity. No poverty mapping has been carried out, the existing data on agricultural output are insufficiently detailed and estimating household food security is rendered difficult for lack of information. For this same reason it is very hard to establish the link between poverty and food insecurity in the Chadian context.

### Social context

8. Natural population growth is 2.8 percent a year and each family has an average of 5.5 children. Since agricultural output rises by only 2.3 percent a year, Chad cannot achieve food security by these means.
9. The extent of malnutrition is little known, there being no statistical data. In the department of Kanem malnutrition among children is estimated at between 20 and 30 percent, while the rate for Biltine is eight percent, and for N'djaména and Faya 13 and 19 percent, respectively. Examining the health sector reveals that only 30 percent of the population have access to basic health services which are, in any case, entirely inadequate (one doctor for 30,000 people and 61 hospital beds per 100,000). Infant and maternal mortality rates are respectively 132 per 1,000 and 800 to 1,000 per 100,000.
10. In recent years, some progress has been made in education but, in spite of this slight improvement, the results remain inadequate especially in the field of primary education. With 80 percent of the population deemed to be illiterate, this factor presents a major obstacle to development policies, in particular in improving agricultural growth. In 1995/96 the gross figure for primary school enrolment was estimated at 48 percent, of which boys represented 63 percent and girls 32 percent.

### Availability of food supplies and their utilization

11. Cereal production (grown on 90.5 percent of the land currently under cultivation) provides the main food supply—pearl millet, sorghum (both rainfed and water retreat crops), maize, together with small quantities of rice and wheat are grown. Gross production figures for the period 1992–96 averaged 716,000 tons of cereals, with the per capita yield on the decrease since 1961. Although the potential for using irrigated land is considerable, production of rice and wheat is low; in the case of rice, for example, there is a potential production area of five million hectares suitable for irrigation but only 0.24 percent of this terrain is actually in use.
12. Resources for livestock production (second source of the country's agricultural wealth with about 12 million head in 1995) remain under-utilized. The northern and central regions, where 84 percent of the national herds are located, follow the practice of transhumance. As a result of deteriorating environmental conditions, the distance to be covered by the herds has lengthened in a southerly direction (sometimes to more than 1,000 kilometres) and the migration may take up as much as eight months of the year.



13. The Chadian diet is based on cereals. Examining the cereal balance sheets retrospectively between 1987 and 1995, an average quantity of 125 kilograms a head was available for consumption, thus revealing that the intake by an individual was 11 percent less than the amount recommended (141 kilograms a year per person). This low individual figure conceals significant differences in actual consumption between various agro-climatic zones. In the Sahelian zone, for example, where there is a cereal production deficit, household eating habits mean that the consumption of cereals is an important element of their regular diet, more so than elsewhere in the country.

### **Cereal balance sheet**

14. Net cereal production available covers only about 75 percent of the country's needs. As an example, for the 1997/98 harvest, the overall needs were estimated to be 1,132,600 tons (on the basis of 141 kilograms a head for the year) whereas the output was 801,200 tons and the net production deficit in cereals was 240,700 tons. Even allowing for the fact that Chad has not experienced a major food crisis in the last 10 years, there have been pocket deficit areas leading to lack of food security and to malnutrition. This is particularly true for the Sahelian zone. Unfortunately, movement of cereals from zones producing quantities in excess of internal needs to those with a cereal deficit (thus improving food availability) remains difficult. The difficulty lies in the poor communication network: some prefectures where cereal production is high remain cut off and isolated for five to six months each year. Moreover, the weak cereal marketing structure remains fragmented, encouraging speculators and soaring prices; this results in the poorest households not being able to buy the food they need in the local market.
15. In an effort to overcome deficits, Chad makes purchases of cereals abroad, importing mainly from Cameroon and Nigeria, and also has recourse to food aid. The evolution of commercial imports since the sixties has varied much from year to year; averaged out it would amount to about 70,000 tons a year.
16. Since 1985 annual deliveries of food aid (or the equivalent in grain) average about 30,000 tons a year, although there have been wide variations (from a minimum level of 2,000 tons to as much as 52,000 tons in one year). Over the last five years (1993–97), average imports dropped to 20,358 tons a year (including all forms of aid); project food aid accounted for 71 percent of deliveries while programme aid represented 29 percent. During this same period, only 9,601 tons of emergency food aid were delivered. WFP assistance represents 53 percent of the total of targeted food aid, including that for both projects and emergency operations.
17. The food deficit that has been analysed above is primarily explained by structural factors. Exploitation of arable land remains insufficient—only 1.2 million of the 20 million hectares available are in use. Numerous other factors contribute to the failures in productivity and much needed growth in agriculture: the absence of sectoral policies, the institutional weakness of both the technical training structures and sources of credit, archaic farming practices and the methods used for clearing the bush ready for cultivation (leading to serious ecological problems)—all these factors combine to have negative effects on production growth.
18. Rainfall is irregular, both in quantity and geographic distribution. This, too, has a negative effect on agriculture. Climatic changes involving the whole sub-Saharan region are bringing about the desert's regular advance southwards, thus leading to a permanent reduction in the amount of land suitable for crops.



## Geographical analysis

19. The first results of the vulnerability analysis carried out by WFP in Chad have established the determining elements for food insecurity in the Sahelian zone. This zone covers 43 percent of the national territory and concerns 52 percent of the population. According to the Early Warning System (EWS), certain Sahelian “cantons” have been faced with serious food supply problems for the last 10 years, mainly owing to the frequency of droughts. Access to water supplies (for domestic use or pastoral and agricultural purposes) is the key to achieving food security in this area of the country. Techniques for mastering control of water supplies for pastoral and farming activities have not been much developed, yet the zone does have a certain amount of potential to provide water supplies and this needs to be exploited.
20. Pastoral activities predominate in the Sahelian zone, livestock representing more a way of securing capital rather than a source of income and food. The conditions for growing cereals, never very reliable, combine to explain the high expenditures for food in family budgets, especially among poor households (77 percent and 75 percent respectively being spent on food in the regions of Ouadaï and Abéché). Education does not feature as a priority in the population’s traditional survival strategy. The rate of literacy (particularly among women) is very low and the problem of school attendance (especially for girls) remains a serious concern. Lack of education and training limits the successful outcome of agricultural extension work and the adoption of new farming skills as well as proper management of natural resources. Thus, it remains a zone at risk in matters of food security; hence, the food production deficit is now a chronic condition.
21. In the south of the country, the Sudanian agro-climatic zone (covering 10 percent of the land but involving 46 percent of Chad’s population) is characterized by more serious levels of poverty than those elsewhere in the country. Nevertheless, the amount of money budgeted by poor families to buy food is proportionately less than that spent in the Sahelian zone. Against this, as witness the high infant mortality rate (itself linked to the poor living conditions caused by lack of proper sanitation and difficulties in obtaining potable water), the health status of the people remains critical. These difficulties, common to the rest of the country, are more prevalent in the south. However, school enrolment/attendance rates are higher in this region, even for girls.
22. Finally, the desert zone (Sahara) where population density is very low (representing two percent of the whole population), reveals vulnerability indicators that may be deemed reasonable in regard to the general characteristics of the country.

## Target population

23. In spite of the general lack of data, it is clear that poverty hits the rural populations hardest. Agriculture provides the main source of income for rural households. The degree of poverty is generally more acute in households headed by women. The country’s civil war often forced women to take over the role of head of household. Women were therefore forced to sell their labour and work for others, or undertake other extra activities such as cutting wood, in order to ensure their survival.
24. Children from poor families become the first victims when the parents’ socio-economic status prevents them from going to school. This explains why the number of children aged between six and 15 who work is particularly high in this population category.
25. The groups at greatest risk of food insecurity are the rural households located in the Sahelian zone since, in comparison with the rest of the country, they have to spend a much



larger proportion of the meagre family budget on food. This group has the lowest school attendance rate (particularly for primary education); in view of the chronic food deficit in this zone, the level of child malnutrition is high even though only piecemeal statistical data are on record. Women (particularly those who are heads of household) are at most risk and, together with children, form the most vulnerable group estimated at 1.3 million people.

## GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

### Sectoral policies

26. In the rural development sector, the revised orientation plan aims to increase agricultural production and yields through the provision of more inputs (improved seed varieties, fertilizers, etc.), by encouraging the use of animal traction to till the soil, applying better skills and improved farming methods, and by securing better arrangements for training. The policy goal is to improve the food supply available to people and to increase the income of the poorest sectors of the population. Government strategy relies on achieving control and mastery of water (small and medium irrigation works, building small dikes/bunds) and modernizing agricultural equipment.
27. In the health sector, the objectives of the revised plan are to promote and protect the health of mothers and children, to improve nutritional status and take steps to increase the availability of potable water and improved sanitation. With respect to education, priority is given to raising the level of school enrolment and attendance, especially for girls, so that the attendance rate may achieve parity with the rate for boys (63 percent); efforts to increase adult literacy are also prioritized.

### Food security and food aid policies

28. Although a full national food security plan was put forward in 1994, the Permanent Interstate Committee for Drought Control in the Sahel (CILSS) commenting in its 1997 assessment of the workings of the food charter in Chad stated as follows: “there is no such thing as a food security policy; there are objectives for food security”. These objectives appear in various development plans devised in the country. In a more general way, all documents concerning sectoral policies include references to efforts to tackle food insecurity and these are set out in the following terms: “...the basic objective of all sectoral policies is to rationalize and to increase production in a sustainable manner ”.
29. The trigger mechanisms for prevention and management of crises in food supply are of prime importance among the elements essential to a sound food security policy. Making information available is a crucial factor. Within the Sahelian zone of Chad, various major schemes and systems exist but their specific mandates make it difficult to coordinate and ensure complementarity of the arrangements internally; this militates against good follow-up arrangements and monitoring the evolution of food insecurity. The Government established an action committee on food security and crisis management (known under the French acronym CASAGC); this committee includes representatives of the Government and of the donor community. Discussions should ensure that efforts are concentrated and coordinated in assessing the extent of a crisis, in determining the modalities of food distribution and quantities of food aid required. Up to now, divergent views on the modalities of actual decision-taking, and other criticisms regarding management of programme aid, have hampered the successful operation of this mechanism and prevented real consultation



between partners in the committee. This also accounts for the difficulties encountered in reconstituting the food security stock (FSS) to bring it up to its optimal level of 25,000 tons.

30. There have recently been significant differences of opinion between the donor community and the Government, and lately also among the donors themselves (including WFP) as regards the choice of the most appropriate modalities—namely, free distribution or subsidized sales—for food aid intended to help areas with localized deficits.
31. Government attention would seem to focus more on food aid than food security: issues of management take on more importance than the prevention of food shortages.
32. Although a proper framework for directing action in the domain of food security is lacking, there are numerous micro-initiatives that operate at the village level resulting from various institutions involved in development cooperation. These more or less isolated arrangements are not coordinated and lack clear criteria for geographical targeting; village cereal food banks illustrate the problem as do the piecemeal efforts to preserve and save natural resources.
33. The three main donors at present are the European Union (EU) and France for programme aid, and WFP. The EU and France favour local and regional purchase of food. However, the WFP country office at N'djaména has recently experienced many difficulties in procuring cereals locally. The United States Agency for International Development (USAID) withdrew from the country in 1996. It now contributes ad hoc assistance, restricted to serious crises and thus to free food distribution. The only food monetization operation taking place at present is that of the American NGO AFRICARE to finance a rural development project in the prefectures of Ouadaï and Biltine.

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## ASSESSMENT OF WFP'S PERFORMANCE TO DATE

34. WFP assistance to Chad began back in 1963. The total value of this aid amounts to 208 million dollars, of which 62 percent was channelled to development projects and 38 percent to emergency operations. Annual deliveries (for both development and relief) over the last five years amount to 8,055 tons.

### Development projects

35. To begin with WFP assistance was channelled to three traditional sectors, namely multipurpose rural development, education and vulnerable groups. A total of 17 projects were approved with a value of 130 million dollars. During the period 1993–97 annual deliveries for development activities averaged out at 6,457 tons a year. Such average values hide the fact that assistance has gradually dwindled as a direct consequence of the diminished national capacity; since 1995 WFP's intervention has been limited to a single operational project (Chad 3499.01—Assistance for the development of education and training).
36. Rural development was the first sector to receive WFP assistance in 1963, followed by the health sector in 1966 and by education in 1988. Assistance to the first two sectors had to be stopped—the last project in the health sector being in 1995—mainly because the Government did not honour its counterpart obligations and this in turn had led to management problems.





37. Project monitoring suffered from the poor management capacity of the authorities at the local level; this explains the delays and problems of reliability encountered in both data collection and its analysis. Moreover, at the time the monitoring and evaluation (M&E) system was designed, no indicator had been included for measuring the impact of food aid. This has meant that it is difficult to draw verifiable conclusions about the results of food assistance to the various sectors. However, following enquiries carried out by a field mission, initial conclusions would seem to confirm that good results in encouraging girls' school attendance have been obtained through the support offered by additional food aid; the pilot scheme was launched in 1996/97 in collaboration with UNICEF and the World Bank.
38. In recent years, WFP's geographical targeting has undergone gradual adjustment. Efforts are now concentrated on the Sahelian zone instead of countrywide assistance. This was recommended by two successive management review missions (March 1996 and March 1998) for the school feeding project.
39. The absence of clear selection criteria for identifying the individual target beneficiaries, together with the weaknesses in management capacity and monitoring arrangements at the project site level, have led to a rise in the number of institutions (schools, health centres), villages and total beneficiaries covered by the projects. Such an increase exceeded the figures planned and over-stretched the capacity for sound management. Consequently, the individual ration received by a beneficiary was greatly reduced—to the point that food aid lost its intended beneficial effect. Within the framework of the ongoing project, in conformity with the recommendations made by the management review mission, WFP assistance from the school year 1998/99 onwards will be targeted solely to primary schools located in the prefectures of the Sahel zone.
40. Taking into account all these problems, resulting from the institutional and operational weaknesses of the relevant ministries, it would be advisable to try out other strategies and find other (new) partners (NGOs, or other projects being executed directly by bilateral or multilateral organizations); calling on the complementary facilities and resources available from the various other agencies active in the area, would back up and strengthen the national implementation and monitoring capacity. The actual adjustments now being made in WFP's assistance to education are encouraging local initiatives and a more active participation by parents' committees and villages; this is because special assistance to community schools has become the vehicle for food aid.
41. In respect of commodity management, under a recently signed agreement with the Government, WFP will take over full direct responsibility for internal logistics. WFP bases are being re-organized so as to cover the Sahelian zone and WFP staff redeployed. This back-up should make it possible for the WFP country office to carry out direct project monitoring while still being in a position to provide technical help (needed for successful monitoring) to those responsible for managing and supervising the beneficiaries.

## **Emergency operations**

42. About 121,000 tons of commodities have been delivered to Chad by WFP as emergency relief since 1967 (cost to WFP—78.4 million dollars). The great drought of 1983–85, which hit the entire Sahel region of Africa, accounts for 52 percent of that value. Three emergency operations have been approved since then (1988, 1991 and 1997); these relief operations were on a lesser scale and directed to smaller local areas.



43. By tradition emergency relief is for free distribution. However, in recent years, in order to avoid food aid dependency, this kind of generalized distribution has been put into question. Some donors, situation permitting, now apply a different strategy, namely, to sell the food at subsidized prices in the areas affected by the shortages. WFP, however, is in a position to re-direct its assistance or to intensify its development action in the areas affected. The taking of appropriate decisions regarding the type of intervention and the role of all partners means that an effective early warning system (EWS) needs to be in place and closer coordination between all participants, including the Government, is essential.
44. Where there is a very serious crisis, free distribution to the most affected poor people lacking any purchasing power remains inevitable. Up to now, however, it has proved difficult to make the authorities in the affected area respect the targeting criteria designated by the Government's own technical services.
45. The lengthy lead time needed for the delivery of food aid has caused WFP serious logistical problems since it has meant the Programme could respond rapidly to crises. Local purchases have not been feasible because of the imbalance and defects (prices and delivery delays) which characterize the local and regional cereal marketing structure.
46. In conclusion, it is obvious that the very absence of a government prevention and mitigation strategy to deal with the results of natural disasters constitutes the main source of the difficulties encountered in combating food insecurity crises effectively.

## **FUTURE ORIENTATION OF WFP ASSISTANCE**

### **Overall policies**

47. WFP's strategy for Chad is encompassed in the wider strategy adopted for the Sahel. That strategy concentrates effort on the zones that are at risk of food insecurity and where the prospects of a drought are very high. The plan envisages that development activities will be undertaken that are designed to help people be better prepared (improving their defence mechanisms in the face of crisis) and to mitigate the effects of drought on food security. Such an approach will mean that free distributions will only be necessary as a last resort to meet a really serious food shortage. The principal donors present in Chad have adopted the same line of approach.

### **Constraints**

48. The classic approach to defining the strategy would be first to identify the most vulnerable groups, and the causes of that vulnerability, in order to determine possible intervention action. In Chad, while available data for precise identification of vulnerable groups does not exist, it is nonetheless possible to identify the most vulnerable areas.
49. Certain regions are cut off for a good part of the year; this fact and the poor coverage provided by the badly repaired road network (leading to high road transport costs) may eventually limit the choice of the area of intervention.
50. In defining the general strategy, it must also be recognized that the weak operational capacity of the Government at all levels (central, prefecture and sub-prefecture) has a distinctly limiting effect on the prospects for further development in the country. To overcome this weakness WFP plans wider cooperation with other partners in development; at present, however, bilateral donors and NGOs are few in number in Chad. Their



interventions are limited to particular sectors or geographic areas; this restricts the choice of sectors and activities that might benefit from WFP assistance. The preliminary task of identifying potential partners has already been completed.

51. Bearing in mind that the new programming cycle of UNDP, UNICEF and UNFPA will begin in January 2001, WFP proposes to integrate the main lines of this strategy in the country programme. The WFP country programme will taken into account government priorities in favouring the poorest of the poor, who will benefit from the respective inputs of the United Nations system. While awaiting the preparation of that programme, WFP assistance to Chad will continue to be granted on a case-by-case basis within the project framework. In order to harmonize the programme cycle, it is proposed to draw up the country programme for approval during the second half of the year 2000 so as to coincide with the cycle (2001–2005) of other organizations.

### **Geographical targeting**

52. The strategy for Chad is based on two criteria: i) interventions in the zones most at risk of food insecurity, where food aid can play a positive role in the development process; and ii) interventions in the zones most often affected by drought.
53. Based on the vulnerability analysis discussed in the first part of this document, the Sahelian zone—because of its chronic food deficit and also because food aid can help achieve food security—seems the most appropriate to receive WFP assistance. The prefectures of Kanem, Batha, Biltine, Ouadaï and the north of Guera (namely Mangalmé, Mongo and Biltine) have been specifically selected. The prefecture of Lac (also in the Sahelian zone), with generalized conditions of food insecurity and low school attendance, can only be reached with difficulty being only accessible by road for a fraction of the year.
54. WFP's assistance will therefore be targeted to the zone which WFP believes presents the greatest risk of drought and food shortages.

### **Key areas for assistance**

55. Not all factors contributing to food insecurity will be addressed by WFP. As a result, the choice of key areas has to be made on the basis of the potential role food assistance can play, while taking into consideration the presence of other partners able to provide the requisite financial resources and technical skills.
56. WFP will give priority to the field of education. This choice goes beyond the aim of building up school attendance, as education has repercussions on the whole development process. The adjustments made since mid-1997 and those introduced following the recommendations of the management review mission of March 1998 should facilitate solutions to the main problems that have already been raised. WFP will target 64,000 primary school pupils located in the rural areas only of the Sahelian prefectures. Based on the experience with UNICEF, support for the enrolment and attendance of girls will be extended (distribution of dry family rations). School parents' associations will play a more active role: they will, for example, take responsibility for food management at the school level, in coordination with village authorities. In order to sensitize these associations and provide training, organizations with appropriate expertise (such as UNICEF, GTZ and a local NGO—SECADEV) will provide the support needed.
57. The environment is another key area where food aid can play an important role, particularly in association with the building of small infrastructural works by villagers such as those intended to help watershed management and water control. WFP food aid will be



provided through food-for-work (FFW) activities. Projects and programmes have already been pre-identified in the prefectures of Ouadaï and Biltine, and the sub-prefectures of Mangalmé, Mongo and Bitkine. Food aid will be associated with resources already committed by IFAD, GTZ and Africare to enhance activities. The FFW formula will generally be applied for activities with a limited duration (one to two years) so as to avoid extended assistance.

58. A third potential area is the health and nutrition sector. One geographic area has already been identified in the Kanem prefecture (where child malnutrition is at a very high level), children under five benefit from rehabilitation of their nutritional status and mothers benefit from nutrition education (a total of 25,000 beneficiaries a year). This scheme is to be carried out with technical assistance by the French NGO Action contre le faim (ACF), but finding donors to co-finance all the costs of the NGO remains a problem.
59. In choosing to concentrate effort in the areas and sectors described, WFP will be able to develop a linkage between development activities and other actions to prevent food shortages or mitigate their effects in times of acute food crisis. WFP will also rely on Chadian women's organizations to ensure the complementarity of the various activities.

### Target groups

60. Rural communities at risk of food insecurity and drought will be the main WFP beneficiaries. Priority groups in these communities will be children of school age, particularly girls, and women grouped together in associations. Such associations are widespread at the village level and are very often the privileged basic partners in projects with which WFP wishes to be closely associated.

### Modalities of WFP assistance and resource requirements

61. Chad is a land locked country where the cost of bringing food aid is very high. The combined costs of external and internal transport are one and a half times higher than the commodity value. Such high expenditures are justified by the general precariousness of the food supply situation and more especially food insecurity, as well as the role WFP intends to play in preventing and attenuating food crises. Unfortunately, the imbalances of the cereal market in Chad effectively mean that any commodity exchanges or monetization schemes are out of the question. The possibilities for local purchasing are, for the time being, limited and will depend on the Programme's ability to develop a regional capacity in West Africa now being studied.
62. In the short and medium term assistance to school feeding will continue to be the main activity and this will absorb the major part of the food resources. At this stage, it is not easy to estimate the amount of resources that will be needed for the other proposed activities since they are not yet sufficiently developed and defined. Notwithstanding that, it is estimated that a total volume of about 6,000 tons of commodities a year (worth about four million dollars annually) will be necessary; between 4,000 and 4,500 tons will be absorbed by the education sector and the remainder by FFW activities and assistance to vulnerable groups.

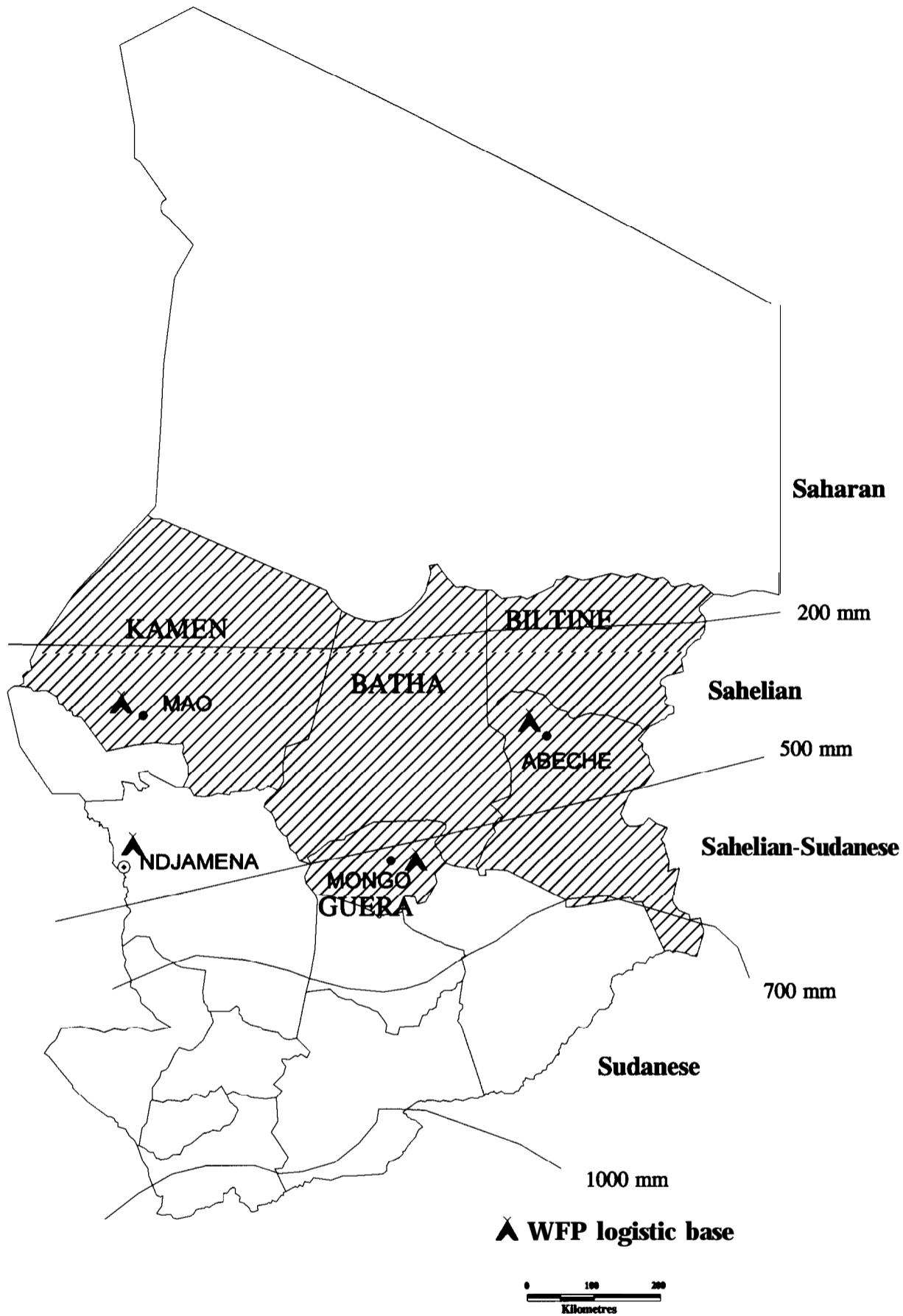
### Key issues and risks

63. One of the major risks in the initial phase arises from the impossibility to reach operational complementarity agreements with partners so far identified. NGOs may not be able to find donors willing to co-finance their planned interventions.



64. In addition, should the present political uncertainties be prolonged, the democratic process to which the country is committed at present would risk being called into question. If the budgetary problems of the Government persist or more workers (particularly the teachers) go on strike, this would compromise the continuation of assistance to school canteens. Furthermore, these kinds of political difficulties might also have repercussions on the donor community and influence their level of cooperation with the country.





The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its authorities, or concerning delimitation of its frontiers or boundaries.

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