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Mundial  
de Alimentos

Executive Board  
Second Regular Session

Rome, 17 - 19 May 2000

## COUNTRY PROGRAMMES

### Agenda item 5

***For approval***



Distribution: GENERAL  
**WFP/EB.2/2000/5**  
31 March 2000  
ORIGINAL: FRENCH

## COUNTRY PROGRAMME—CHAD (2001-2005)

### ABSTRACT

Chad is a land-locked Sahelian country, faced with periodic drought and classified as both a least-developed country (LDC) and a low-income, food-deficit country (LIFDC). According to UNDP's Human Development Report for 1999, Chad ranks 162nd out of 174 countries, with a per capita gross national product (GNP) of US\$230, an infant mortality rate of 194 per 1,000 (Demographic and Health Survey, 1996-97) and an aggregate household food security index (AHFSI) of 64.5 (FAO 1993-95).

Fifty-four percent of Chad's population live below the poverty line (Survey of Consumption and the Informal Sector of Chad - ECOSIT, 1995-96).

The Country Programme is based on a Country Strategy Outline (CSO) presented to the Executive Board in October 1998 and the needs identified in the Common Country Assessment elaborated by the agencies participating in the United Nations Development Assistance Framework (UNDAF). The cycle of this programme is harmonized with that of UNDAF. The Country Programme rests on a double strategy: i) to reduce food insecurity in the short term, by furnishing food or a nutritional supplement; and ii) to reduce, in the medium term, the population's vulnerability to the effects of drought on their food security: on the one hand, by basic and nutritional education and on the other through the creation of sustainable assets permitting an increase in the production of food and the generation of incomes. Particular attention is given to targeting the interventions to the most vulnerable, to partnerships, and to the synergies among the activities carried out. The activities presented in this Country Programme take into consideration past lessons and ensure a continuity with projects recently approved on a new basis.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives. The proposed Country Programme is concerned chiefly with objectives 1, 2 and 5 (enable young children and expectant and nursing mothers to meet their special nutritional needs and nutrition-related health needs; enable poor households to invest in human capital through education and training; enable households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods).

The Executive Director of WFP recommends that the Board approve the proposed Country Programme for the five-year period 2001–2005, in the amount of US\$25,464,000, representing total direct operational costs, provided that the resources are available. Of that amount, US\$11,935,976 has already been approved. Direct support costs amount to US\$3,286,000. In general, the activities covered by this programme—in order of importance—primary education, rural development, nutritional rehabilitation and disaster prevention and mitigation—will be focused on the zones exposed to food insecurity where the risk of drought is very high.

## NOTE TO THE EXECUTIVE BOARD

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

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

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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.: 066513-2645).



## ACRONYMS USED IN THIS DOCUMENT

ACF	Action Against Hunger
ADIS	Association pour le Développement Intégré du Sahel (Association for Integrated Development of the Sahel)
AfDB	African Development Bank
AHFSI	Aggregate household food security index
CASAGC	Action Committee on Food Security and Crisis Management
CCA	Common Country Assessment
CNS	Nutritional Supplement Centre
CNT	Nutritional and Therapeutic Centre
CP	Country Programme
CSO	Country Strategy Outline
ECOSIT	Survey on Food and the Informal Sector in Chad
EDST	Demographic and Health Survey
FFW	Food for work
GNP	Gross national product
GTZ	German Office for Technical Cooperation
IFAD	International Fund for Agricultural Development
LDC	Least developed country
LIFDC	Low-income, food-deficit country
ONC	National Cereal Office
PDAOK	Project for Agricultural Development of <i>Ouadis</i> of Kanem
PSANG	Food Security Project of North Guera
SECADEV	Catholic Aid and Development
SISAAR	Information on Food Security and Early Warning System
SNCS	National School Canteen Service
UNCDF	United Nations Capital Development Fund
UNFPA	United Nations Population Fund
VAM	Vulnerability Analysis and Mapping



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## **STRATEGIC FOCUS: FOOD INSECURITY, HUNGER AND POVERTY**

1. The CSO presented to the Board in October 1998 aims to concentrate WFP's assistance in five prefectures of the Sahelian zone of the country according to a vulnerability analysis. Its objective is to strengthen the survival abilities and strategies of the target population so as to mitigate the impact of food crises. This would be done through interventions in the fields of education, water management and nutritional recovery, mainly in partnership with the other donors and NGOs.
2. The preparation of the Country Programme for Chad took into account the recommendations of the Executive Board during the discussion of the CSO regarding the targeting of interventions, mitigating the effects of disasters, involving the beneficiaries and harmonizing the WFP programming cycle with that of other organizations of the United Nations.

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## **THE HUNGRY POOR: PRIORITIES IN MEETING THEIR NEEDS**

### **Food Insecurity, Poverty and Vulnerability**

3. A Sahelian country, Chad is regularly subject to climatic disturbances and natural disasters (drought, floods, locust invasions) which lead to cereal shortages and food crises; these are aggravated by the fact that access to possible food surpluses is limited by the absence of road infrastructure and purchasing power. A retrospective cereal balance carried out between 1987 and 1995 showed that consumption was less than 11 percent of the recommended 141 kg per person per year. These figures nevertheless hide wide differences in consumption per person among the different agro-climatic zones. In fact, even though the country has not experienced a major food crisis in recent years, the pockets of food insecurity and malnutrition have persisted, particularly in the Sahelian zone, which suffers a chronic deficit in its food production.
4. The groups exposed to food insecurity have some coping mechanisms. Among these are resorting to gathering wild food, the sale of livestock, migration—seasonal or not—and credit obtained at usurious rates to procure food. But there remains a high percentage (more than 44 percent) of the population living below the poverty line (expenses for food consumption covering caloric requirements) (ECOSIT) 1995-96). Limited access to food and inadequate food practices combine to make malnutrition the major problem in some geographic zones. Forty percent of children under 5 suffer chronic malnutrition and 14 percent acute malnutrition (Demographic and Health Survey (EDST), 1996-97).
5. Poverty and food insecurity in turn limit access to education, which nevertheless remains fundamental because of the important repercussions it has on the process of development and on malnutrition. The gross enrolment ratio in 1997/98 was estimated at 52 percent; of this proportion, 65 percent were boys and 39 percent girls. School-leaving is very widespread: less than a third of children enrolled complete all of the primary educational cycle. Illiteracy in women exceeds 95 percent.



### **Government Strategies on Food Security, Poverty Alleviation and Disaster Mitigation**

6. The Government's strategy, reaffirmed during the Geneva Round Table IV in October 1998, gives priority to the struggle against poverty and food insecurity, as well as improvement in the population's living conditions. Within the limits imposed by structural adjustment, this means achieving sustainable growth in the volume of agricultural production in a protected environment and improving basic services such as education, health care and communications.
7. In the framework of the fight against poverty, the Chadian authorities intend to integrate the strategy presented at the Round Table mentioned above and the sectoral Round Tables on health, rural development, education and transport, with an overall strategy which will guide the Government's action and better coordinate the donors' contributions and the interventions of United Nations agencies. With the support of the latter, a process of consultation will be undertaken with the civil society in order to restate the overall strategy of combating poverty towards the end of 2000.
8. As regards the management of food crises, the Government has a combination of instruments which were set up following the drought of 1973/74. These are the National Cereal Office (ONC) in charge of managing public stocks, the Action Committee for Food Security and Crisis Management (CASAGC)—the authority for coordinating information on food crises and organization of actors (government, donors, including WFP, and NGOs)—and the National Stock for Food Security (physical and financial). In view of the unsatisfactory performance of CASAGC during recent local food shortages, and the necessity of improving the quality of information on food security, in 1998, the Government, with the support of UNDP and FAO, created a National Information System on Food Security and Early Warning (SISAAR). The latter system will benefit mainly from the support of WFP's Vulnerability Analysis and Mapping (VAM) Unit.

### **Government Policy on Food Aid**

9. The Government has had to rely heavily on food aid to respond to the consecutive famines of the widespread drought of 1973/74 and 1983/84. Because of more localized rain shortages, conflicts leading to displacement of populations or floods, Chad continues to request food aid from the international community, principally in the Sahelian zone.
10. The European Union and France, along with WFP, are the principal donors of food aid. To the extent possible, preference is given to local purchases. The funds from subsidized sales of the European Union and France constitute a counterpart fund. The decisions on sales or free distributions are made by the CASAGC.
11. Cereal banks are organized by peasants with the support of NGOs or within the context of development projects, mainly in the Sahelian zone. The objective is to strengthen food availability and to respond to the sharp seasonal fluctuations of supply and market prices due to irregular supplies or the isolation of certain regions for long periods of the year.

### **Relationship to the Common Country Assessment**

12. The orientation of support from the United Nations system to Chad is defined in the Common Country Assessment (CCA). According to this document, Chad possesses considerable natural resources which the United Nations must help to develop. Health is considered a priority sector for a joint intervention of various organisms of the United Nations. The other priorities are principally education and the modernization of production techniques in rural areas. WFP's Country Programme is based on these orientations.



### **Cooperation with Other United Nations Organizations, Bilateral Donors, and NGOs**

13. The main specialized agencies of the United Nations system, several donors and a number of international and national NGOs are present in Chad, above all in the Sudanese zone. Several of these agencies operate in WFP's sectors of intervention and sometimes collaborate closely with it in the Sahelian zone. They are as follows:
- a) The education sector benefits from the support of the World Bank, UNICEF, the European Union and the German Office of Technical Cooperation (GTZ);
  - b) The rural development sector receives support mainly from IFAD, the United Nations Capital Development Fund (UNCDF), FAO and GTZ;
  - c) UNICEF, UNFPA, the World Bank, the French Development Agency and the European Union contribute to the health sector.

### **EVALUATION OF WFP PAST AND ONGOING ACTIVITIES**

14. WFP's assistance to Chad dates back to 1963. To date, the total value of this aid amounts to about US\$216 million, of which 61 percent corresponds to development projects and 39 percent to emergency operations. During the period 1993-99, WFP's global delivery of aid rose to 7,800 tons a year.
15. Development projects have suffered from the lack of a clear targeting strategy and from weak local management capacity, combined with a succession of civil wars and the great financial difficulties of the country. Since 1987, support to the rural sector, which depended in the first place on the structures of the Government, have also been interrupted. For the same reasons and for want of financial partners, support to the health sector was suspended in 1995. Of the three traditional areas of intervention in Chad—rural development, education and aid to vulnerable groups—WFP had to concentrate its assistance starting at that time on school canteens and on revising its geographic targeting. Since March 1996, a progressive adjustment has, in fact, permitted a retargeting of aid exclusively to primary schools and only in the Sahelian zone, where food insecurity is the most acute.
16. In view of the institutional and operational weakness of Government services, WFP projects envisage collaboration with its present partners in order to strengthen the national implementation and monitoring capacity, and to make the most of the complementarity of resources. In addition, pursuant to an agreement with the Government, WFP has taken responsibility for the logistics and management of commodities. A pilot project of nutritional rehabilitation and education was also started up in 1999 with the NGO Action contre la faim (Action Against Hunger—ACF); this project emphasizes prevention and capacity-building and has achieved initial encouraging results in terms of reduced malnutrition. A project in support of rural development, which relies on the active participation of beneficiaries and partners, has begun in early 2000.
17. Women were very little involved in the design and evaluation of projects for a number of reasons (socio-cultural status, absence of female managerial staff, illiteracy, etc.). The new projects are specifically planned to be of benefit to women and girls, and based on a participatory approach. In fact, close involvement of the beneficiary population in the implementation of projects is systematically encouraged.
18. For emergency operations in Chad, the volume of deliveries made by WFP since 1967 is estimated at about 127,000 tons, at a cost to WFP of US\$84.4 million. More than half of



these resources were related to the great drought of 1983/84. At present, WFP is contributing food aid to Sudanese refugees in the east of the country. In 1999, it also covered the needs of persons in the Sudanese zone affected by bad harvests and floods. Emergency food aid to Chad has at times suffered delays in delivery and from insufficient coordination among the various intervening agencies or on the type of distribution. To avoid rendering the populations dependent upon food aid and to strengthen their crisis-coping mechanisms, WFP's rapid assistance in future will therefore be supplied as much as possible through development activities and disaster prevention measures. WFP will participate actively in meetings of CASAGC in order to bring about coordinated interventions.

## STRATEGIC FOCUS OF THE COUNTRY PROGRAMME AND TARGETING

19. WFP's Country Programme in Chad aims to strengthen the capacity of the population to prevent and mitigate the effects of natural disasters on their food security. The programme embraces some short-term actions (saving human lives, reducing hunger) and longer-term ones (sustainable food security), while systematically striving for synergy among the activities, in partnership with other organizations present in the country.
20. In keeping with WFP's new policy on enabling development, the programme will directly support the populations in the creation of sustainable assets and will strengthen their skills, with the objective of improving their food security. To do this, the Country Programme will have the following objectives:
  - a) to promote primary education and schooling for girls;
  - b) to increase agricultural production through sustainable conservation and management of natural resources;
  - c) to decrease malnutrition and improve the health status of women and children; and
  - d) to prepare and help vulnerable populations in situations of natural disaster.
21. WFP will uphold government policy in the sectors considered priorities, especially primary education, nutrition, rural development and disaster management.
  - a) In the context of WFP's commitment to women and the hungry poor, education and training remain a key area in enabling the most vulnerable households to invest in human capital.
  - b) Food insecurity in the Sahelian zone is mainly linked to the fragility of the ecosystem and unsuitable cultural practices. WFP will support the populations of the zone in their work to upgrade natural resources and to create cereal stocks.
  - c) Nutritional rehabilitation will be the object of assistance by way of providing better access to quality health services and rendering vulnerable groups responsible through nutritional education.
  - d) In addition, WFP will support vulnerable populations in disaster prevention activities and through a reserve fund for natural disasters.
22. Depending on the type of activity, WFP will furnish dry rations or meals prepared on-site (see paragraphs 25 to 59 below for details of the activities).
23. WFP's proposed intervention strategy stresses, in particular, those zones exposed to food insecurity or where the risk of drought is very high, or where food aid can play a positive



role in achieving food security (including local costs and the possibilities of delivering commodities). Geographic targeting of WFP's interventions will therefore be limited to five prefectures of the Sahelian zone, that is, North Guera, Ouaddai, Biltine, Batha and Kanem, chosen on the basis of the vulnerability analysis carried out by WFP (see vulnerability map in Annex II).

24. Within this zone, priority will be given to women and children, who constitute the most vulnerable group. In the absence of more detailed data and due to the eminently vulnerable character of the entire zone, a more precise targeting will be carried out on the basis of identified partnerships. In fact, WFP expects to intervene systematically with those partners present in the Sahelian zone (see paragraphs 25 to 59 below for details of activities and the intervention map in Annex III). Overall, WFP will participate actively with CASAGC and will collaborate with the other agencies of the United Nations in the field of health in Kanem. Batha, in addition, was identified as a possible zone of intervention jointly with FAO and UNICEF.

## COUNTRY PROGRAMME ACTIVITIES

### Resources and Country Programme Preparation Process

25. WFP's contribution for the period 2001–2005 is estimated at 35,383 tons of commodities (that is, about 7,100 tons per year) at an operational cost of US\$25.5 million. The number of beneficiaries is estimated at about 170,000 per year. The level of resources proposed for the programme was defined according to beneficiaries' needs and the possibilities of partnerships, but also on the basis of parameters such as high logistical costs, the geographic tightening of the zones of intervention and the necessary strengthening of monitoring activities. On this basis, the direct operational costs amount to about US\$15.3 million for the education component, 5.2 million for the rural development component, 3.1 million for the health component and 1.8 million for the prevention of disasters. The activities envisaged in this programme are summarized in the following table and later presented in more detail in the paragraphs covering each activity.

Activity	Quantity of commodities (tons)	Distribution by activity (percentage)	Total No. of beneficiaries (2001–2005)	Beneficiary women and girls (2001–2005)
Activity 1: Education	20 009	56.5	330 000	110 000
Activity 2: Rural Development	8 806	24.9	280 000	140 000
Activity 3: Health	3 474	9.9	140 000	140 000
Activity 4: Disasters	3 094	8.7	100 000	60 000
<b>Total</b>	<b>35 383</b>	<b>100.0</b>	<b>850 000</b>	<b>450 000</b>

26. These activities take into account past lessons, while ensuring a continuity with new projects approved on a new basis. Besides the conclusions of the CCA, the preparation of the Country Programme has taken into account the recommendations of several missions, especially those technical reviews related to education (WFP/UNESCO-1996/98) and health (WFP/ACF-1997), and the feasibility study on rural development (WFP/GTZ/Ministries of Agriculture, Environment and Water-1999) with the participation



of multilateral and bilateral organizations and NGOs. In addition, it has benefited from the WFP studies on the situation of women and the environment in Chad (April-May 1999), with the support of the Ministry of Agriculture. A Country Programme formulation mission (WFP/FAO/WHO) was carried out in Chad in November 1999. Its conclusions and recommendations were discussed with the Government, United Nations agencies, donors and NGOs.

### **Basic Activity 1: Development of Primary Education and Girls' Education**

27. In accordance with the Government's educational policy, this activity aims to promote the regular attendance of schoolchildren—especially girls—and to increase their learning capacity in the short and medium terms.
28. The gross rate of school enrolment in the Sahelian zone is much lower than the national average - less than 30 percent as against 52 percent - and the proportion of girls in school is only 17 percent. The major obstacle to school attendance and learning in this region is chronic food insecurity (food deficit and malnutrition limit the capacity to learn), children are usually asked to contribute to agricultural production and household food production (agriculture, livestock raising). In the case of girls, the situation is rendered even more critical by the very low social status of women, early marriage and the work burden of women, who are assisted by girls in all their household tasks. In addition, school is not attractive mainly because of the low quality of the educational system (overcrowded classrooms, for example) and the long distances children need to travel to reach school in this region of Chad.
29. In the face of this precarious situation, the activity will pursue the following objectives:
  - a) contribute to feeding children in food-insecure zones;
  - b) increase the school enrolment of children in disadvantaged rural areas;
  - c) improve school attendance and reduce the rate of drop-out, in particular for girls; and
  - d) increase the proportion of girls enrolled in the targeted region.
30. The preparation of fortified meals in the schools and the provision of a dry ration to the families of girls will permit the children to attend school regularly and girls in particular to continue their education. This aid will afford better access to food for children and populations suffering from food insecurity and will represent an income transfer to parents who keep their girls in school.
31. This activity will be placed under the technical authority of the Ministry of Basic Education through the National School Canteen Service (SNCS). A coordination unit composed of representatives of the above Ministry, of the Ministry of Planning and WFP will be responsible for implementation and monitoring. The management committee of each school will be in charge of receiving and supervising the use of commodities. The presence of women on these committees will be favoured. The dry rations for the families of girls will be delivered by the management committee, under the supervision of parents' associations. Awareness-raising campaigns will be conducted periodically by the Government, WFP and other organizations, chiefly UNICEF, GTZ and Catholic Aid and Development (SECADEV) to promote girls' education and to increase the communities' involvement.
32. WFP's assistance will apply exclusively to the rural and semi-rural public or community schools in five prefectures of the Sahelian zone. The number of beneficiary children will average about 66,000 a year in 500 schools, of whom 22,000 would be girls. These figures



represent a continuous progression of the total enrolment in the schools and the proportion of girls in that total. Between the beginning and end of the Country Programme the total number should grow from 61,000 to 72,000 student beneficiaries, and from 18,000 to 25,000 girls, that is, an increase of 40 percent in the number of girls over the period. The positive impact of this activity lies in the fact that girls will complete the primary educational cycle, which will be beneficial in the struggle against illiteracy.

33. The activity will benefit from supplementary actions in the educational sector and a close collaboration with other partners. The improvement in the available educational structure is the main objective of a World Bank project. In addition, within the framework of a partnership strategy, the activity will target its assistance as a priority to the beneficiary schools by strengthening the staff, promoting the enrolment of girls or supporting grass-roots community initiatives. WFP will also continue to collaborate closely with UNICEF to promote the education of girls in Batha and Kanem. A joint effort is also foreseen with GTZ and SECADEV to improve the effectiveness of interventions by parents' associations in the management of schools and canteens in three Sahelian prefectures.
34. The indicators planned for internal monitoring and evaluation of the activity include chiefly at the level of each school, the number of enrolments and school attendance by gender. Other indicators will measure the effective participation of communities and parents' associations. The SNCS and the WFP team will be trained in the internal monitoring and evaluation system of the activity, and a manual for the use of the data will be placed at their disposal.
35. Under this activity, WFP will provide 20,009 tons of commodities—17,494 tons of maize meal enriched with soya, 1,750 of oil and 765 of sugar—for a total operational cost estimated at US\$15,325 000.

### **Basic Activity 2: Food Security and Rural Development**

36. This activity seeks to improve food security for disadvantaged populations in rural areas through sustainable use of natural resources, in accordance with the Government's strategy to increase and diversify agricultural production while preserving or restoring an environmental balance.
37. Rural development in the Sahelian zone is dependent on climatic vagaries which mean frequent rain deficit, drought and erosion, the basis of soil degradation. In view of this situation, improvement of the soil remains insufficient, staffing and credit structures are minimal while agricultural practices are archaic and the extensive agriculture practised poses serious ecological problems in the context of an ever-advancing desertification towards the south. Such an environment creates a precarious livelihood, marked by an almost permanent food insecurity, rural exodus of the men and competition for natural resources. The problem of access to water, in particular, is the key element in food security of this part of the territory. But water harnessing techniques are very poorly developed, even though the zone possesses an exploitable potential.
38. The objectives of this activity are the following:
  - a) strengthen the beneficiaries' capacity to increase and manage their productive assets in a sustainable manner;
  - b) increase production and incomes;



- c) cover the food deficit of beneficiary families in the short term and also permit the creation of family reserves; and
  - d) improve the situation of beneficiary women by reducing their work load and increasing their participation in community decision-making bodies.
39. This activity foresees the creation, in partnership, of small village infrastructure mainly through water harnessing and watershed maintenance (water and soil conservation, sand-bank construction, setting up of watering points). WFP's assistance will consist of a daily family ration, furnished as a supplement to the resources already committed by partners (non-food items, required technical personnel, training of the beneficiaries, monitoring). A part of this ration will be distributed in the form of meals prepared on-site and the remainder in the form of dry rations.
40. The activity will thus facilitate access to food products during the lean period, stimulate the participation of the population in maintenance work and reduce the rural exodus. A large part of the work force being made up of women, 50 percent of the beneficiaries will be women, who will directly receive the provisions of WFP in the same way as men.
41. For the multilateral projects, a cooperation is envisaged with the projects financed by IFAD, the food security project in North Guera (PSANG) and the development project in *Ouadis* of Kanem (PDAOK). Other multilateral projects suitable for partnership with WFP have been identified. They concern UNCDF in Kanem, FAO, the European Union and the World Bank in Batha, and the African Development Bank (AfDB) in the Sahelian zone. For the bilateral projects, WFP will intervene jointly with GTZ through the *Ouadis* management project. A significant collaboration is also foreseen with NGOs (Africare, Association pour le Développement Intégré du Sahel (Association for Integrated Development of the Sahel—ADIS), SECADEV, Nagdaro) in the management of natural resources.
42. The information system of this activity will be based on those of various currently supported projects, supplemented by WFP-specific data. The indicators will measure mainly the number of meals taken during and after the lean period, the increase in food production, the reduction of the distance travelled to fetch water and the decrease of the rural exodus. The proposed activity will be integrated into the coordination structures of partner projects and WFP will promote an exchange of experience, mainly through workshops. A monitoring unit for the rural development projects will also be created at the level of the Ministry of Agriculture, with the support of UNDP, and a meeting of a programming committee will be held annually at the national level.
43. The activity will require 8,806 tons of commodities—7.189 tons of sorghum, 463 of rice, 459 of beans, 388 of vegetable oil and 307 of sugar—with direct operational costs totalling US\$ 5,234,00. The average yearly number of beneficiaries is 56,000, spread over five prefectures of the Sahelian zone.

### **Basic Activity 3: Nutritional Rehabilitation and Education of Vulnerable Groups**

44. This activity falls within the framework of the national health policy, one of whose priority objectives is to ensure the population's access to basic services of good quality so as to reduce the rate of infant mortality (103 per 1,000) and maternal mortality (one of the highest in the world).
45. The protein-energy malnutrition in the zones exposed to food insecurity is a structural problem which is aggravated during the lean period. The rates of malnutrition found by ACF in June 1998 in Kanem were 35.7 percent moderate malnutrition and 6.3 percent



severe malnutrition among infants from 6 to 59 months. The causes identified are both the lack of available food or access to food and inappropriate weaning practices. Because of lack of training and means, only 24 percent of 368 health centres in the country can take charge of malnutrition problems.

46. The objectives of this activity are:
  - a) improve the health status of children under 5 suffering from acute, moderate and severe malnutrition and that of expectant or nursing mothers who are malnourished;
  - b) prevent malnutrition among children from zero to 5 years and expectant and nursing mothers at risk; and
  - c) improve the feeding and health practices of women in Kanem and in other prefectures to be identified.
47. The role of food is three-fold:
  - a) contribute a food supplement to children from six to 59 months of age who are moderately malnourished at the time of their hospitalization and to malnourished expectant and nursing mothers;
  - b) furnish a nutritional contribution to severely malnourished children in the nutritional and therapeutic centres (CNT) and the centres for supplementary nutrition (CNS); and
  - c) to encourage attendance at nutritional centres.
48. Because of the structural and economic context of malnutrition in the region of Kanem, this activity will include joint assistance already initiated between WFP and ACF in Kanem and which will end in December 2000. In view of the small number of health operators actually present in the Sahelian zone, some additional small-scale actions are proposed, principally with UNICEF in Guera and Batha in the framework of integrated projects, and with the Chadian NGO SECADEV in rural areas for the treatment of moderate malnutrition and nutritional and health education.
49. To monitor this activity, regular consultations will be held with the partners at a central level: UNDP, NGOs, WFP. An operational monitoring committee is already in place in Kanem with the Director of the Health Prefecture, the head district physicians and ACF. Similar committees will be set up in the other zones of intervention. ACF utilizes a system of data gathering at the level of CNT and CNS which will serve as a basis for the internal monitoring and evaluation of the activity. This system includes the number of malnourished children and women admitted to the centres, the number of relapses and deaths, the average length of stay and average weight.
50. The activity will benefit from complementary interventions, in particular the World Bank's Programme of Support to the Health Sector 2000-2004, which covers Kanem, the socio-health component of IFAD's PDAOK project and UNFPA's actions in health and nutrition. An annual meeting will be organized on monitoring and to exchange experiences among operators, donors and decentralized health structures.
51. The beneficiaries (28,000 a year on average) will be children suffering from acute malnutrition, in severe or moderate form, and expectant and nursing mothers at risk or malnourished. The mothers and women beneficiaries will participate in meetings on nutritional and health education enabling them to improve their feeding and weaning practices. The zones involved are rural areas with difficult access; the food will be distributed in the form of dry rations for moderately malnourished children and women.



52. The volume of provisions necessary in the CNTs and CNS is estimated at 3,474 tons at a value of US\$1,490,480 (2,500 tons of corn-soya blend, 615 of vegetable oil, 306 of sugar and 53 of powdered milk), at a total cost to WFP of US\$3,059,000 dollars.

#### **Basic Activity 4: Reserve Fund for Disaster Prevention and Mitigation**

53. The risk of drought or floods is serious in Chad. This risk is accentuated with the degradation of natural resources and the advance of desertification. On average, one great drought occurs every ten years, and localized drought about one year in three. Each year very irregular rainfall affects a large part of the population, especially in the Sahelian zone. These last years have also seen repeated floods in the southern part of the country. These disasters have a direct effect on the populations in terms of the food availability including through the reduction of livestock which ensues. The populations confront these crisis situations by selling their assets, going into debt, or by emigrating temporarily or permanently.
54. When crises occur, the reaction of the Government, donors, United Nations agencies, NGOs and the communities themselves is not immediate, due to delays in food deliveries to Chad and the necessity to establish in an ad hoc manner (for each new crisis) procedures for effective coordination, hiring of personnel, financing, etc.
55. The objective of this activity is to strengthen the food security and means of subsistence of the populations from the outbreak of a drought or other natural disaster. The creation of a food reserve fund would help the people in vulnerable zones to prevent natural disasters and to diminish their consequences through a two-fold approach: on one hand, acting very rapidly in a crisis with initial distributions to the people who are immediately affected and an intensification of Basic Activities 1, 2 and 3 of the proposed programme; and on the other hand, by the realization of small management works by the people, enabling them better to protect themselves. From the outset of the crises, WFP will thus proceed with a general distribution of rations and an increase in the number of beneficiaries of the programme. In anticipation of such crises, food-for-work (FFW) activities with a demonstration effect will also strengthen the capacity of the populations to protect themselves against the disasters in the most vulnerable zones.
56. WFP assistance will allow the furnishing of a food and nutritional contribution, mainly to women and children. It will favour training, disaster prevention and mitigation, and the preservation of assets in the case of crisis. It will also represent an income transfer for FFW activities.
57. There will be close coordination with the other development activities of the present Country Programme. In case of crisis, Basic Activity 4 will allow an increase in the number of beneficiaries of such activities, so as to respond very quickly to the food needs of the affected populations, without creating a dependence on food aid. Assistance to populations will be channelled through WFP's partners, mainly NGOs, in keeping with their staff capacity and competence in community development. In terms of prevention, the lessons drawn from these activities, and notably, the success attained in upgrading natural resources, will be systematically utilized in the implementation of the present activity.
58. The activity will involve, on average, 20,000 beneficiaries a year in the zones particularly prone to natural disasters, of whom more than half will be women. The free distributions will be made on the basis of nutritional criteria and those linked to FFW programmes according to a participatory approach.
59. The utilization of the reserve food fund and the identification of demonstrative preventive activities will be carried out in concert with WFP's partners and the members of



CASAGC. The VAM Unit of WFP will provide support, especially in terms of targeting of zones and populations. Internal monitoring and evaluation of the activity will analyse the capacity of WFP and its partners to respond at the beginning of the crisis, the number of assets created and the effective participation of the populations in maintaining the assets created in the case of demonstrative activities.

60. A contribution of about 3,094 tons of food is planned for this activity (2,688 tons of cereals, 161 of beans, 137 of vegetable oil and 108 of sugar) at a total operational cost of about US\$1,846,000.

## PROGRAMME MANAGEMENT

### Pre-assessment

61. “Development of Primary Education and Girls’ Education” was the object of a pre-assessment mission, in collaboration with UNESCO, and is already operational in the form of a project. Its implementation period will be adjusted so as to harmonize it with the joint programming cycle of the United Nations for 2001–2005.
62. Basic Activities 2 and 3 will follow the projects “Promotion of Food Security and Management of Natural Resources in the Sahelian Zone” and “Support to Rehabilitation and Nutritional Education Activities for Vulnerable Groups”, approved for two years on a pilot basis. The implementation of these activities and the “Reserve Fund for Disaster Prevention and Mitigation” will take into account the lessons learned from the execution of the aforementioned pilot projects, at the time of technical reviews planned for 2000 and 2001.
63. From the time of formulation of the activities, their complementarity will be systematically sought. For example, nutritional education could be introduced in the schools of Kanem with the agreement of ACF, or among village women’s groups involved in carrying out FFW activities with GTZ and SECADEV. The water points will be established preferably to serve the villages where the schools are located.

### Programme Implementation

64. **Capacities of the country office.** The WFP office at the central level has been strengthened in each sector involved in the programme. On the regional level, the redeployment of sub-offices at Mongo, Abeche and Mao should allow an improvement in the logistics and planning. But the development of a partnership and the effort of achieving complementarity among the activities demand a close monitoring and it would be highly desirable to allocate supplementary qualified personnel to this end. In particular, training sessions on the role of food aid in development activities would be organized systematically at institutions, with partners and beneficiaries.
65. **Implementation of activities.** The participatory approach and the capacity-building will guide programme implementation. For the activity on food security and rural development, the actors involved, such as GTZ, Nagdaro and SECADEV, will carry out awareness-raising and training sessions at the village group level which will favour the involvement of beneficiaries and thus the sustainability of actions. The health activity will be executed principally by ACF with a large component of education and training. In the context of the education activity, UNICEF in Kanem and Batha and GTZ in Ouaddai will support and strengthen the role of parents’ associations. Officials of SNCS who are



involved directly in the monitoring of this activity will benefit from training and could in turn strengthen the capacities of actors at the regional level. In addition, the choice of working in partnership with ongoing projects will facilitate the availability of supplementary resources.

66. **Gender equality.** Women will be strongly involved in the activities contained in the framework of the Country Programme and they will benefit directly from the provisions contributed by WFP, constituting, in all, more than half of the beneficiaries. Their basic needs will be taken into consideration, on the one hand in educational, health and nutritional matters and the lightening of their work load; on the other, in reinforcing their decision-making power thanks to their participation in food management committees, the role of women's groups and their access to equality with men in FFW activities, from which they will directly benefit.
67. **Coordination and monitoring.** The National Directorate for WFP projects will be charged with ensuring a liaison between WFP and the technical ministries involved in basic questions relative to the programme. According to the activity involved, an annual planning committee will be created at the national level, composed of representatives of these ministries, WFP and partners. A technical unit for monitoring will be set up in the Ministry of Agriculture and Education. An annual technical monitoring mission by WFP will analyse the achievements of existing partners and will prepare the annual programming of commodities. A baseline study will be conducted at the start-up of each activity so as to measure the evolution of selected indicators.
68. **Logistics mechanisms.** The commodities will be delivered by WFP at four extended delivery points in N'Djamena, Mongo, Abeche and Mao, where they will be stored before delivery. According to the Protocol Agreement signed in April 1998 between the Government and WFP, the latter will be responsible for ensuring food management: reception, maintenance, transport and distribution to the sites of activities in collaboration with SNCS and implementing partners. The costs of internal transport, storage and maintenance will be entirely covered by WFP, taking into account the great financial difficulties with which the Government of Chad is faced.

### Evaluation of the Programme

69. A mid-term evaluation of the Programme will be carried out in 2003 by WFP, with the participation of agencies of the United Nations. This evaluation will deal mainly with the complementarity and synergy among the activities of WFP and with the other agencies of the United Nations, the assets created, the degree of beneficiary participation, gender issues and the monitoring of activities.

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## PRINCIPAL PROBLEMS AND RISKS

70. The Country Programme will axe in great part on collaboration with partners, on the populations themselves and on monitoring by WFP. But the Government's cooperation is fundamental in avoiding problems which, in the past, led to the interruption of WFP's aid. Even though the contribution asked of the ministries is minimal in comparison with the cost of the activities, it is important to the success of the programme and for the strengthening of local capacities. For example, the preventive consultations for mother and child health must benefit from being free of charge in order to stimulate attendance, and the teachers must be in place from the beginning of the school year.



71. The mobilization of the communities is indispensable to a favourable outcome of the education activity. Training and sensitization efforts will be necessary.
72. The implementation of the programme will depend in part on the effective executive capacities of WFP's partners, mainly NGOs, whose help is required by almost all the development agencies because of the poor implementation capacity of Government agencies. Again, the WFP office must be further strengthened to be able to control the process of planning with partners, while ensuring the necessary flexibility.
73. The implementation of the programme could undergo delays due to problems of financing, supply or distribution of food.

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## **RECOMMENDATION**

74. The Executive Director recommends that the Executive Board approve the proposed Country Programme for the period 2001-2005.



## ANNEX I

## BUDGET OF DIRECT COSTS OF THE COUNTRY PROGRAMME (2001–2005)

Total by activity		Quantity of commodities (tons)	Direct Operational Costs (dollars)			
			Cost	Transport LTSH	Other DOC <sup>1</sup>	Total DOC <sup>2</sup>
Activity 1: Development of Primary Education and Girls' Education	Basic (WFP)	20 009	6 407 000	8 524 000	394 000	15 325 000
	Government					2 020 000
	Other					125 000
	<b>Subtotal</b>	<b>20 009</b>	<b>6 407 000</b>	<b>8 524 000</b>	<b>394 000</b>	<b>17 470 000</b>
Activity 2: Food Security and Rural Development	Basic (WFP)	8 806	1 913 000	3 056 000	265 000	5 234 000
	Government					113 000
	Other					1 830 000
	<b>Subtotal</b>	<b>8 806</b>	<b>1 913 000</b>	<b>3 056 000</b>	<b>265 000</b>	<b>7 177 000</b>
Activity 3: Nutritional Rehabilitation and Education of Vulnerable Groups	Basic (WFP)	3 474	1 490 000	1 264 000	305 000	3 059 000
	Government					80 000
	Other					820 000
	<b>Subtotal</b>	<b>3 474</b>	<b>1 490 000</b>	<b>1 264 000</b>	<b>305 000</b>	<b>3 959 000</b>
Activity 4: Reserve Fund for Disaster Prevention and Mitigation	Basic (WFP)	3 094	672 000	1 074 000	100 000	1 846 000
	Government					72 000
	Other					150 000
	<b>Subtotal</b>	<b>3 094</b>	<b>672 000</b>	<b>1 074 000</b>	<b>100 000</b>	<b>2 068 000</b>
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Total by Category	Quantity of commodities (tons)	Direct Operational Costs (dollars)				DSC
		Cost	Transport LTSH	Other DOC <sup>1</sup>	Total DOC <sup>2</sup>	Total (dollars)
Fundamental (WFP)	35 383	10 482 000	13 918 000	1 064 000	25 464 000	3 286 000
Government					2 285 000	
Other					2 925 000	
<b>Subtotal</b>	<b>35 383</b>	<b>10 482 000</b>	<b>13 918 000</b>	<b>1 064 000</b>	<b>30 674 000</b>	<b>3 286 000</b>

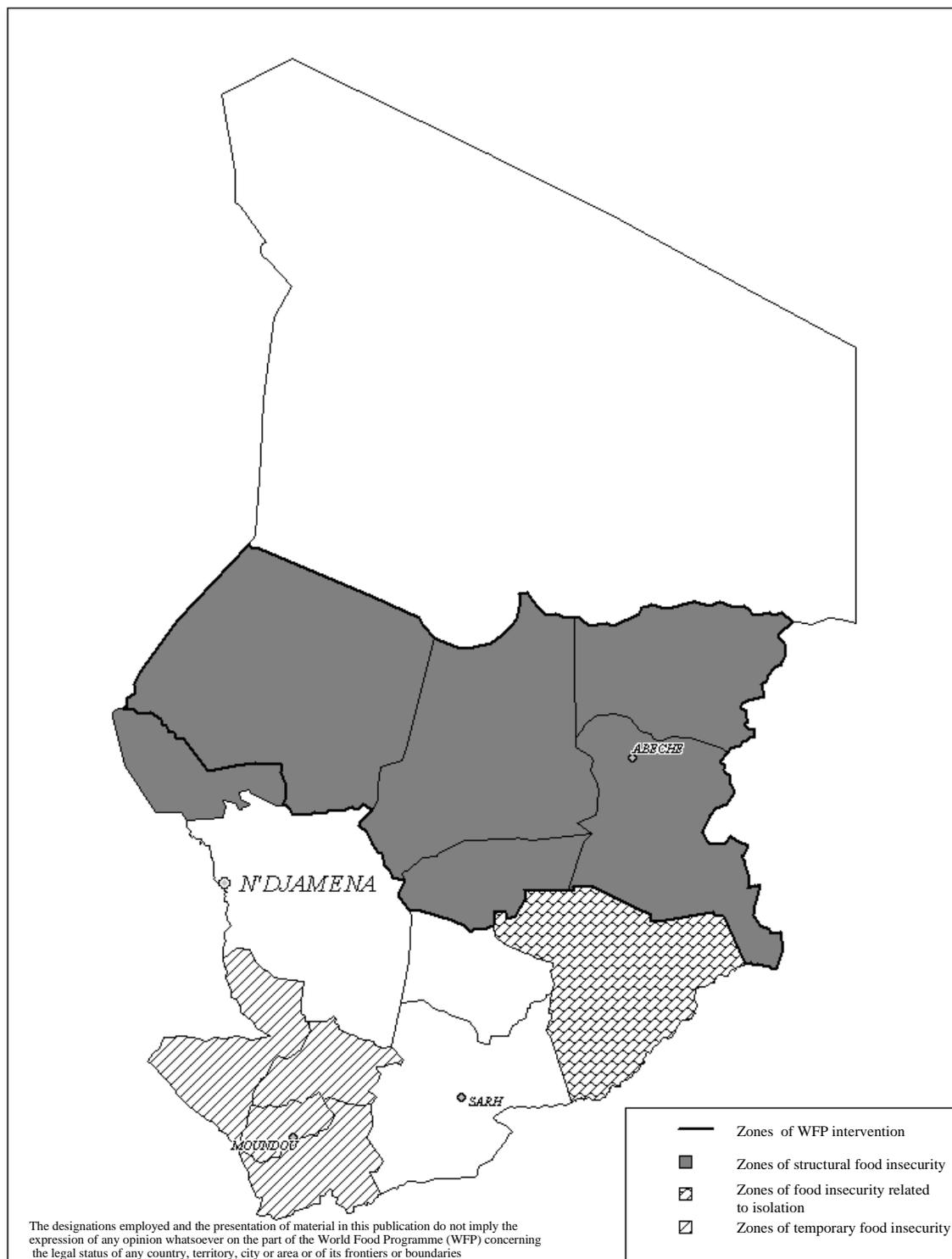
<sup>1</sup> Resources in personnel non-food items and services exclusively intended for the beneficiaries, to the Government or implementation partners and/or the entire costs of food processing, for example, grinding.

<sup>2</sup> Includes, for information, the contributions of the Government and other partners to the activities of the Country Programme.

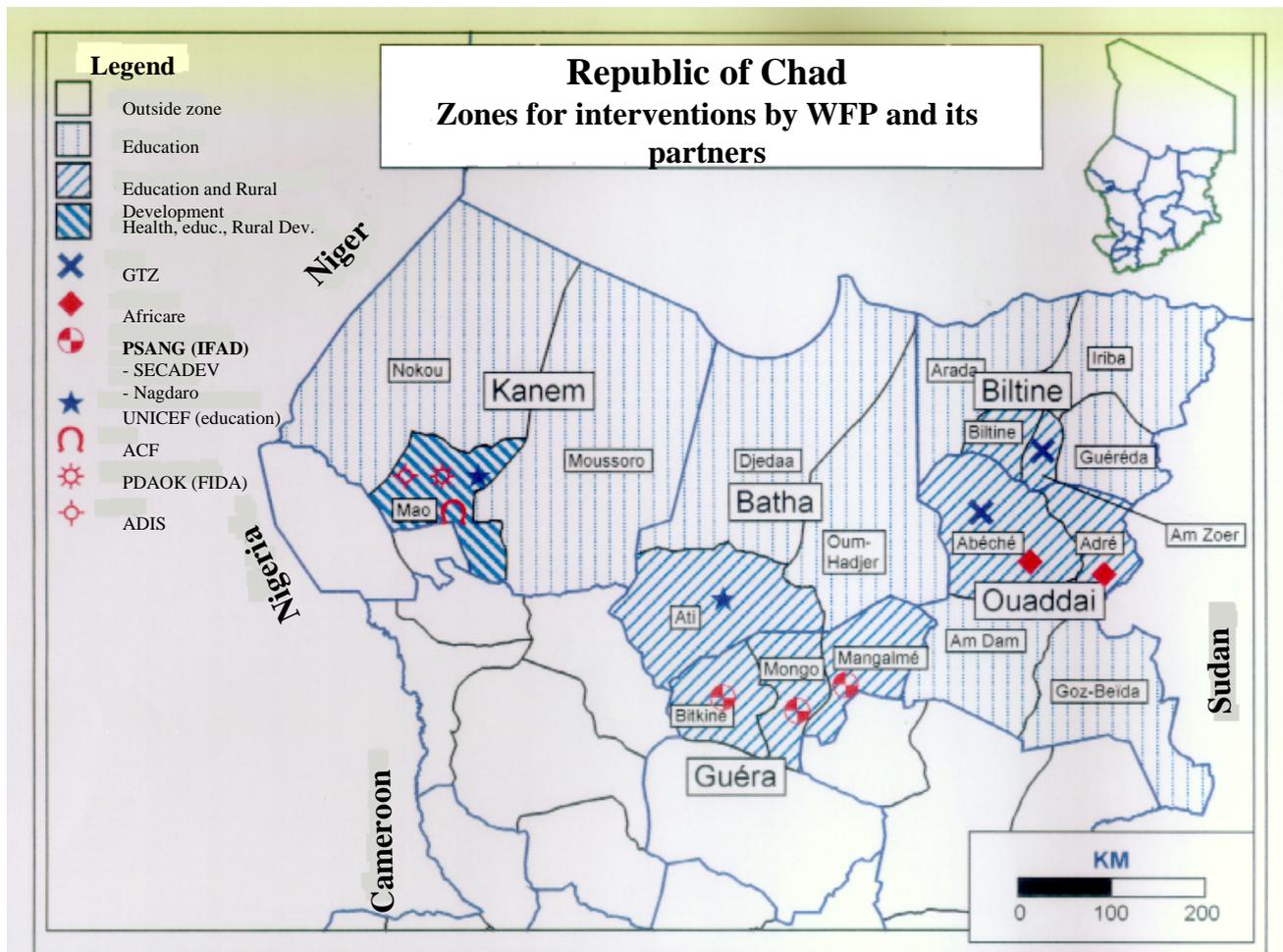


## ANNEX II

## Chad - Vulnerability Map



**ANNEX III**



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 frontiers or boundaries

