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COUNTRY PROGRAMME— MADAGASCAR (1999–2003)

ABSTRACT

Madagascar is classified as a least developed country (LDC) and a low-income, food deficit country (LIFDC). According to UNDP's Human Development Report for 1998, the country ranks 153rd out of 174 countries, with a per capita gross domestic product (GDP) of 250 dollars. It has a mortality rate for children under five years of age of 158.9 per 1,000 and an Aggregate Household Food Security Index (AHFSI) of 80.3 percent (FAO, 1990/92). More than 70 percent of the total population (estimated at 14.2 million in 1998—a figure of the United Nations Development Assistance Framework (UNDAF)—lives beneath the poverty line. In addition, the country is regularly threatened by cyclones, drought, locusts and other natural calamities.

The Country Programme's strategy emphasizes the struggle against poverty, in particular, the reduction of malnutrition among children under three years of age and expectant mothers, mitigating the effects of natural disasters in the zones at risk and the promotion of food security among vulnerable groups. It is estimated that there will be about one million direct beneficiaries under the age of five. The programme gives particular priority to women and children, who will benefit from about 70 percent of the resources programmed. Fifty percent of the resources sought will be allocated to a community nutrition programme, co-financed by the World Bank: 15 percent will go to a school feeding programme and 35 percent to a programme to mitigate the effects of natural catastrophes. The allocation of resources will take into account the recommendations formulated by the Executive Board when it examined the Country Strategy Outline (CSO) at its Second Regular Session in May 1998. Co-financing agreements and proposals made by the missions in charge of formulating the programme will also be taken into consideration in the allocation of resources.

Setting up an auxiliary office at Tulear, in addition to that at Fort Dauphin, and a Vulnerability Analysis and Mapping (VAM) unit, will strengthen the capacity of WFP's office. The VAM Unit will help to improve geographic and social targeting.

The activities will be carried out by the competent ministerial departments and their decentralized structures. In order to strengthen national capacity, the Government has asked for the assistance of other partners, such as the World Bank and international NGOs. A participatory communal approach, the participation of women in the management of activities and the assistance of WFP, the periodic examination of socio-economic targeting, the synergy of both the means and the institutional equipment, as well as coordination among the partners, are the basic guiding principles for programme implementation.

The proposed Country Programme will have a duration of five years (1999-2003). The cost is estimated at 15 million dollars, representing all direct operational costs and contingent upon the availability of resources. The Executive Board is also asked to take note of an additional sum of 4.2 million dollars, necessary for complementary activities.

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NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

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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STRATEGIC FOCUS: FOOD INSECURITY AND POVERTY

1. The Country Programme is based on the recommendations formulated by the Executive Board at its Second Regular Session in May 1998. It results from an examination of the CSO, and more particularly, those elements concerning the mitigation of natural disasters, the strengthening of national implementation capacities, the participation of communities and particularly, women, as well as the synergy between WFP resources and those of other development partners.
2. The choice of strategies is based on the criteria of poverty and food insecurity, and the results obtained in preceding projects and those in progress, always giving emphasis to the viability of these results. The programme period of 1999 to 2003 corresponds to that agreed upon in the United Nations Development Assistance Framework (UNDAF), completed at the beginning of July 1998, thanks to the collective efforts of all United Nations organizations present in Madagascar.

THE HUNGRY POOR: PRIORITIES IN ADDRESSING THEIR NEEDS

Food insecurity, poverty and vulnerability

3. According to UNDP's 1998 Human Development Report, 70 percent of the total population lives below the poverty line; 80 percent of the rural poor and 45 percent of the population of the Capital are poor. The World Bank estimates that the income per person has dropped by 40 percent between 1971 and 1990, and another 10 percent between 1991 and 1995. This deterioration translates mainly into insufficient and inadequate food for the impoverished population. The availability of rice, the food staple of Madagascar (40 percent of the food ration and 84 percent of the grain consumed), has dropped from 150 kg per year per person in 1975 to 115 kg in 1995.
4. An anthropometric survey carried out between April and July 1998 for the National Institute of Statistics and financed by the World Bank showed that the proportion of children under three years suffering from chronic and serious malnutrition was between 44 and 53 percent.
5. Taking into account the recurrent cyclones, floods, drought and locust attacks in the southern, eastern and east-central parts of the country, food insecurity there is very pronounced. Moreover, the weakness of the road infrastructure impedes adequate supply to these zones. The precarious food supply also affects those social groups without incomes or marketable skills who live in the periphery of the urban centres of these regions. These groups are composed in great part of single females, street children and unemployed youth.

Government strategies to combat poverty, improve food security and mitigate the effects of natural disasters

6. The sectoral policies of the Government, as defined in the Framework of Economic Policy (DCPE), seek to reconcile the constraints of structural adjustment with the need for equitable and durable human development, making the eradication of poverty the principal priority.



7. The broad direction of the policy regarding food security is specified in the national food security strategy officially adopted by the Government in December 1997. These main strategies aim at, among other things, the increase and diversification of the supply of food staples, as well as improvement of access to foodstuffs and a better use of food through the promotion of a more varied diet. These objectives must be strengthened by the opening up of the rural zones, the improvement of techniques and means of production and storage, a durable increase in household incomes, as well as the development of national and regional capacities to monitor and develop appropriate interventions to predict and deal with emergency situations. The scope of the food security strategy is completed by an essential instrument, the National Plan for Nutrition Action.
8. To strengthen the coordination of emergency interventions, the Government contemplates the development of a national strategy and a framework for managing crises. It is envisaged that the National Aid Committee, a body now responsible for monitoring and managing emergency situations provoked by cyclones, would be restructures to extend its competence to all natural disasters.

Government food aid policies

9. Food aid is an integral part of the national strategy for food security and is aimed at sustaining development programmes, sectoral reforms and to intervene in case of emergency.
10. As regards programme food aid, Madagascar benefits in particular from the assistance of the European Union, Japan, China, USAID and France, who generally furnish wheat, wheat flour, rice and crude vegetable oil (refined locally). The funds coming from the sale of foodstuffs serve to accomplish development activities and reforms linked to food security.
11. Project food aid is supplied essentially by WFP (a bit more than 68 percent in the course of three years), the European Union, Italy and USAID. It consists of a varied assortment of products such as rice, maize (yellow), vegetables, sugar, powdered milk, vegetable oil and a corn-soya blend. The same investors also assist the victims of natural disasters by furnishing emergency assistance.

Relationship to the Country Strategy Note (CSN) and the United Nations Development Assistance Framework process

12. In March 1996, the Government and United Nations bodies in Madagascar started preparation of a Note on National Strategy and a common Balance Sheet for the country. This process, which was pursued up to the first trimester of 1997, succeeded in establishing the first common Balance Sheet of the country, completed by an analysis of Madagascar's development situation. In July 1997, Madagascar was designated as a pilot country for the development of the United Nations Development Assistance Framework (UNDAF). The document was completed and signed in July 1998. The joint declaration of the United Nations Mission to Madagascar contained in the structure of UNDAF is in harmony with WFP's mandate and the objectives of the Country Programme.
13. In response to the national priorities, the United Nations system is committed to contribute to the reduction of poverty by means of:
 - a) support to the most vulnerable groups, notably women and children;
 - b) promotion of food security, the protection/conservation of the environment and the prevention of natural disasters;



- c) improvement of basic services: water, basic education, primary health care, reproductive health, access to microcredits;
- d) development of national capacity; and
- e) increase in productive employment.

Programmes of the United Nations, other Donors and NGOs

14. In order to reduce the impact of poverty, in April 1997, the Government and its principal partners set up a national strategy for the struggle against poverty whose principal elements follow:
- a) an increase in profitable earnings for the poorest;
 - b) priority for community participation and the effective participation of women in decision-making and other activities; and
 - c) a partnership sustained by better coordination of sectoral programmes and interventions.
15. On the basis of these operational objectives, the Government undertook, with the support of the World Bank, the European Union, France, USAID and the United Nations, investment programmes in the sectors having a direct impact on poverty. These programmes have to do with nutrition, food security, education, infrastructure and grass-roots institutions.
16. The above interventions also called upon the participation of NGOs such as CARE, Catholic Relief Services (CRS), Médecins sans Frontières (MSF),¹ Agro-Action (Germany), Action Against Hunger (AAH), the Association française des volontaires du progrès (AFVP), Reggio Terzo Mondo, Aide et Action, and, at the national level, KIOMBA² and AKAMASOA.³

ASSESSMENT OF WFP'S PAST AND ONGOING ACTIVITIES

17. The total value of WFP assistance to Madagascar between 1964, the first year of its interventions, and December 1998 amounts to 75 million dollars.⁴ The ongoing development projects are as follows: i) support to the project "Food Security and Enhanced Nutrition" (SECALINE) consisting of a "community nutrition" element, a component of "labour-intensive work" (HIMO) and "support to social centres"; and ii) support to basic education.

Support to the "Food security and enhanced nutrition" (SECALINE) project

18. The project was begun in January 1994 and is co-financed by the World Bank within the framework of measures accompanying the programme of structural adjustment. The project

¹ This NGO has two representatives in Madagascar: French and Swiss.

² A term signifying communal mutual aid in the South, especially in Androy, (a Malagasy NGO sustained by the European Union and operating in the South of Madagascar).

³ "Good Friends" in Malagasy (a confessional Malagasy NGO).

⁴ Unless otherwise stated, all monetary values are expressed in United States dollars. In November 1998, one United States dollar equalled 5.087 Malagasy francs.



aims, on the one hand, to reduce the rate of malnutrition among children under three in two of the six provinces of the country and, on the other, to respond to problems related to food insecurity caused by poverty in the periurban areas of the Capital. A specific structure, the Prime Minister's Cabinet, is responsible for the implementation of the project.

19. In July 1996, a technical mission was fielded to determine whether the project had effectively reduced the rate of malnutrition. The mission found that malnutrition had diminished from 45 percent to 38 percent in the province of Antananarivo and from 38 percent to 28 percent in the province of Tulear. In addition, the project had permitted the creation of temporary jobs and incomes for more than 32,000 workers, 70 percent of whom were women. In general, living conditions in the urban periphery were improved. However, the mission noted that the coverage of these activities, certainly relevant, was too limited to have a real influence on the nutritional condition of the population. On the other hand, the institutional weakness of the component "Support to social centres" undermines the sustainability of the results. As for the labour-intensive work, the criteria for the intervention and the technical competence of the International Labour Organization (ILO) made possible an effective targeting of the workforce. The quality of work was judged adequate. However, in order for this activity to respond in a sustainable way to the problems of poverty in the target group, supplementary measures need to be set up.
20. While awaiting the development of another project which will take into account all these suggestions, the mission recommended the undertaking of HIMO activities in the form of food-for-work programmes in the south of the country where food insecurity is more pronounced. It was also recommended that the programme of community nutrition be continued and extended progressively to other provinces. In addition, WFP support to social centres will end once the ongoing project is terminated.

Support to basic education

21. The project was begun in October 1991. It comes within the scope of government policy aimed at improving the rate of schooling in the provinces of Tulear and Mahajanga, where school enrollment is particularly low. Moreover, the province of Tulear is an arid zone with precarious production and is classified as chronically food deficient.
22. In March 1997, a WFP pre-appraisal mission, carried out with the participation of UNESCO, had recommended continuation of this project only in the province of Tulear, insisting on a revision of the targeting criteria for the beneficiary schools and the procedures of starting up activities, decentralization of the national structure of implementation and an examination of the logistic mechanisms. All the mission's recommendations were examined with the responsible national officers and the local authorities involved. Appropriate solutions were adopted at the time of the formulation of the present three-year phase of the project, approved by the Executive Board in February 1998.

STRATEGIC ORIENTATION OF THE COUNTRY PROGRAMME

23. WFP's past and ongoing assistance has aimed to sustain government policies in the fight against poverty. The results to date confirm the validity of this approach. In the course of the five-year programme cycle, it was necessary to maintain and consolidate this policy which places an accent on poverty and food insecurity and targets women and children in



particular. The strategic choice was in perfect keeping with the mandate and strategies of WFP and corresponds to the priority objectives of the Government.

24. As a consequence, the objectives of the Country Programme are the following:
- a) improving the nutritional and health status of children and expectant mothers by monitoring growth and promoting the more effective use of local products for weaning;
 - b) improving access to basic education, particularly for girls;
 - c) increasing household food security through the construction and restoration of basic rural infrastructure and development works;
 - d) preventing and mitigating the effects of natural disasters, and intervening in a timely fashion in case of food difficulties; and
 - e) improving and protecting the potential for agricultural production in order to develop and manage the under-exploited rural zones.
25. WFP will see to it that the participation of women is strengthened at all levels of programme implementation. Moreover, it will contribute to the strategy and the formulation of the framework for the management of natural disasters as well as improving the tools for targeting.

Target groups and regions, and main areas of intervention

26. The beneficiaries of the programme will be women and children suffering from malnutrition, the small rural farmers of the areas most exposed to natural disasters, the unemployed and people without incomes or qualifications, and the children in the vulnerable rural zones where the enrolment rate is lowest.
27. The database for geographic targeting was based on the results of socio-economic surveys carried out periodically by the competent national bodies such as INSTAT, MADIO,¹ the national food and nutrition monitoring programme (PNSAN), and indicators drawn from reports of cooperation bodies such as the United Nations, the World Bank, USAID and the European Union.
28. The programme will cover the following areas: a) health/nutrition; b) primary education; c) organization and protection of the environment; d) agricultural production and rural infrastructure; and e) monitoring and prevention of natural disasters.

Collaboration with the United Nations system, and other donors and NGOs

29. Collaboration with the World Bank, the principal partner in the community nutrition programme, will be reinforced. UNICEF, WHO and FAO will participate equally at the intersectoral level and in supervising the training, the quality of the performance of NGO services, and evaluations and technical studies. As regards mitigating the effects of natural disasters, WFP will collaborate with ILO, the African Development Bank (AfDB), Agro-Action (Germany), the United Nations Capital Development Fund (UNCDF), CARE/USAID, CRS and other NGOs responsible for implementation. The Government has taken steps to approach Japan and Germany for help in furnishing non-food items.

¹ Project financed by French Cooperation and the European Union (MADIO/MAD/DIAL/INSTAT/ORSTOM).



30. As for school feeding, coordination is envisaged with UNICEF, CRS, UNDP and other participants in the field of education. WFP intends to pursue and consolidate the cooperation established with the European Union, USAID, France, UNDP, FAO and relevant NGOs in a joint analysis of the food situation and the Early Warning System (EWS).

COUNTRY PROGRAMME ACTIVITIES

Resources and Country Programme preparation process

31. As indicated in Annex I, the proposed programme requires about 40,000 tons of food over a period of five years (1999-2003). The direct operational costs amount to 19.2 million dollars, of which 2,926,000 dollars have already been approved under ongoing projects. Taking into account WFP's foreseeable level of general resources for development activities, it is not possible to allocate, at this stage, 19.2 million dollars to Madagascar. It is therefore proposed to approved only 15 million dollars, with 4.2 million dollars as a supplement, to the extent that the general level of WFP resources will permit.
32. The drafting of the UNDAF document has allowed WFP to take advantage of the common position evinced by all the bodies of the United Nations in the analysis of country problems, national priorities and the strategic routes for United Nations intervention. Following an examination of the Country Strategy Outline (CSO) by the Executive Board, an ad hoc committee was set up by the Minister of the Economy and Finances to supervise the process of developing a programme for the country. This process also benefited from the support and technical advice of WFP's regional office in Maputo, thanks to two missions in January and June of 1998. A day of reflection in July 1998 on policies and programmes of food aid permitted a definition of the types, areas and modalities of intervention for food aid in Madagascar, and brought out the weak coordination and scattered nature of the initiatives.
33. Parallel to a joint WFP/WHO/World Bank appraisal mission to review previous activities in community nutrition, organized 22 June to 17 July 1998, a supporting study of the feasibility of local food production was carried out in June/July 1998 at the request of WFP. This study was financed by UNDP and WHO who provided technical supervision.
34. A workshop on "The Food-for-work Operations in Support of Mitigating the Effects of Natural Disasters" was organized at the end of September 1998 to take stock of the experience acquired, to refine the framework of the partnership as regards programming, co-financing, implementation and coordination, and to harmonize the methods and instruments of intervention. A draft of the Country Programme was presented at the close of this meeting.

Activity No. 1: Community nutrition

Strategic orientation

35. This activity falls within the scope of the National Plan of Action for Nutrition and within the framework of health development in Madagascar. It conforms to government policy regarding the eradication of malnutrition.



Problem analysis

36. In Madagascar, 50 percent of children under three years of age suffer retarded growth due to a chronically inadequate diet. Between 1992 and 1997, the rate of underweight children went from 36 percent to 40 percent, and the level of chronic malnutrition increased in the same proportion. About 21 percent of the mothers of children under three years suffered from chronic malnutrition. This situation is caused by poverty and insufficient food, by lack of information, poor dietary practices and inadequate health care.

Objectives and expected outputs

37. The activity aims to reduce by 30 percent the proportion of children under three years of age who are underweight, to reduce the number of infants who are underweight at birth, and to sensitize and educate the women beneficiaries in elementary practices of health and nutrition. The intended result is the improvement of the nutritional and health status of children and expectant mothers and the strengthening of the means at the disposal of village authorities to combat the factors causing malnutrition.

Role and modality of food aid

38. WFP's food aid will serve as a dietary supplement to infants from 6 to 36 months suffering from malnutrition and to expectant mothers who frequent the community nutrition sites. The food input will encourage pregnant women and mothers of underfed children to participate in the monitoring of their children's growth and in the educational sessions on nutrition and health. The targeted children will benefit from a weekly food ration amounting to 750 calories a day, over a cycle of four months, renewable if the child has not gained weight. Expectant mothers will also receive a weekly food ration of 750 calories per day during the last trimester of their pregnancy. The WFP rations will be prepared in their homes, according to the methods taught in culinary demonstrations at the community nutrition sites.

Implementation strategy

39. This activity will be implemented progressively in the country's six provinces, selecting those districts where the rate of malnutrition is highest. The modalities of implementation are defined in a manual of operations financed by the World Bank. This manual specifies in a detailed way, and for each of its components, the method of selecting sites, the beneficiaries and the NGOs, the modalities of withdrawal, the indicators for monitoring and evaluation and the relationships between the participants.
40. The activity will be coordinated by a National Bureau of Coordination attached to the Prime Minister's Cabinet, assisted by the regional bureaux of coordination who will work in collaboration with the local NGOs. Nutrition sites will be established in the villages as soon as the villagers have elected a Community Nutrition Agent (CNA) and made available the necessary meeting place. At the community level, the programme will be carried out by the CNAs and the organizers recruited by the NGOs.

Beneficiaries and intended benefits

41. Over a period of five years, the activity will benefit about 410,000 children, or 50 percent of the total population of children under three years of age suffering from malnutrition, and 363 000 expectant mothers (50 percent of the 725,915 expectant mothers, the estimated number for the fifth year of activity) divided among the 4,040 nutrition sites (cumulative



figure: 362 sites in the first year and 2,512 sites in the fifth year) in the six provinces of the country. The benefits consist mainly in a better nutritional status for the beneficiaries and improved feeding practices for children under three.

Support, coordination, and monitoring and evaluation arrangements

42. The activity comes within the range of the broader community nutrition programme co-financed by the World Bank. This programme comprises three other important transversal components: i) school nutrition with a firm supplementary input and the de-insectification of children, students or not, from 3 to 15 years of age, ii) intersectoral support covering health (personnel training) and agriculture (diversification of production), and iii) an information, education and communication component.
43. A technical committee composed of representatives of the Ministries of Health, Education and Agriculture, the principal donors and local and international NGOs will ensure a joint consultative role. UNICEF and FAO will also contribute to the programme and information already available and its extension to the new zones of intervention. The indicators for monitoring impact, defined in the operations manual, will be utilized, including the requirements for monitoring and management of WFP assistance.

Cost estimates

44. The activity will require about 20,000 tons of food for the production of processed foods, representing direct operational costs of 8,321,000 dollars. The implementation of this activity must be facilitated by a supplementary activity aimed at supplying micronutrients to enrich the rations meant for the vulnerable groups, the processing of local food products and their packaging to facilitate distribution to the beneficiaries. The estimated cost of the envisaged supplementary activity amounts to about 2,124,000 dollars. The relative costs of the activity thus amount to a total of approximately 10,445,000 dollars, of which 8,321,000 dollars is earmarked for the principal activity and 2,124,000 for the supplementary activity.

Activity No. 2: School feeding

Strategic orientation

45. This activity conforms to government policy which aims to improve access to primary schooling for all children of school age, particularly in rural areas.

Problem analysis

46. The province of Tular faces food shortages due to the effects, often simultaneous, of drought, cyclones and locusts. Moreover, this province registers the lowest enrolment rate of the country (56 percent), due principally to a very high level of poverty (79 percent), to the isolation of the province and its distance from schools. Girls start their schooling when they are about 8 to 10 years old and abandon their studies about the age of 12 to 14 years to marry.

Objectives and expected outputs

47. The objectives of this activity are as follows: a) to increase the level of school enrollment by 10 and 15 percent for the second and third year, respectively, while reducing the attendance gap between girls and boys; b) to reduce the number of students who leave school, especially the girls; and c) to increase regular attendance in classes. It is expected



that this will result in the children's, especially the girls, finishing the basic years of education.

Role and modalities of food aid

48. WFP aid constitutes a supplement meant to eliminate the food stress of the students. Moreover, it will encourage parents to enroll their children in school and keep them there, especially girls, throughout the years of schooling. A supplementary input will be furnished by the local governments (cassava, sweet potatoes, etc.) according to seasonal availability. The rations for the students as well as for the teachers and cooks, will be distributed in the form of meals cooked at the school. In addition, the cooks will receive, as payment, half of a family ration to take home.

Implementation strategy

49. The activity is supervised by the Minister of Secondary Education and Basic Education, through the national management of the Director of Primary Education and a management committee in Tulear, under the Regional Director of Secondary and Basic Education (DIRESEB). The new WFP sub-office in Tulear will assist and advise the national staff responsible for this activity during the entire duration of its implementation. The start-up and maintenance of WFP assistance will depend on application of the arrangements of a programme-agreement signed by each of the local beneficiary governments. These arrangements have to do mainly with the construction and maintenance of refectories, warehouses and kitchens, and the appointment of cooks.

Beneficiaries and intended benefits

50. On average, 33,000 students a year, divided among 210 schools, 2,000 teachers and close to 4,200 cooks and their families will benefit directly from WFP aid. The cooked meals constitute a food and nutritional supplement for the students, as well as providing motivation and savings for the teachers. The activity will also provide temporary jobs. The use of improved stoves in each school will contribute to protecting the environment.

Support, coordination, and monitoring and evaluation arrangements

51. Coordination meetings, open to representatives of the principal participants in the sector of education, in particular, the World Bank, the AfDB, UNDP, UNICEF, France and the NGOs CRS and AKAMASOA, will be held each trimester to take stock of the programming, the progress of the activity and to decide on possible corrective measures to be taken. A uniform system of monitoring and evaluation, based on indicators of the school attendance, the number of meals distributed, the number of teachers and cooks, and the inputs for the management of food supplies was developed jointly with the national staff responsible for the activity at the time of a training seminar in December 1997.

Cost estimate

52. The activity will require 5,755 tons of food products, or direct operational costs of about 2,910,000 dollars, of which 1,726,000 dollars have already been approved for the period November 1998 to October 2001.



Activity No. 3: Joint programme to mitigate the effects of natural disasters

Strategic orientation

53. This activity will be an integral part of the strategy of the structure for management of natural disasters. Its aim is to improve the capacity of the local governments most threatened, while helping to reduce the deficit of food products in the zones of intervention.

Problem analysis

54. Madagascar is regularly struck with cyclical droughts and invasions of locusts in the province of Tulear, the regular passage of cyclones and floods on the eastern side of the provinces of Tamatave and Fianarantsoa. These phenomena contribute to the deterioration of socio-economic conditions of the populations living in these zones. Soil degradation continues and the absence or poor state of basic infrastructure adds to an already precarious situation.

Objectives and expected outputs

55. The objective of this activity is to help the populations to manage their development better and to prepare themselves for possible disasters. It is expected that the activity will result in a wider network of secondary roads and service trails which can be used all year round. Storage dams and water control, as well as conservation and planning measures, will contribute to the improving the potential for food self-sufficiency, while protecting the environment.

56. The collection and analysis of information about the most vulnerable people, as well as the organization of training workshops on managing emergency aid, will constitute an important component of this activity. It is understood that in the case of major disasters, emergency food aid from WFP could be approved outside the Country Programme, whose Activity No. 3 contributes uniquely to national and international efforts aimed at mitigating the effects of these catastrophes.

Role and modalities of food aid

57. WFP assistance will serve as food support and motivation to participate in the work and activities of common interest. It thus constitutes an income transfer. Family rations (five individual rations) will be distributed in exchange of five hours of work a day.

Implementation strategy

58. This activity will be placed under the supervision of the Ministry of Agriculture. At the level of each province, a piloting committee, composed of different participants, organized by the designated national partner (the Commissariat-general of integrated development in the South (CGDIS), attached to the Prime Minister's Cabinet, for Tulear, the inter-regional Director of Agriculture (DIRA) based at Manakara for Fianarantsoa, and WFP will be in charge of the planning and coordination of activities. The implementation will be ensured by the NGOs and decentralized technical services. In the province of Tamatave, the activity will support the project CYPREP ("Preparation in Case of Cyclone"), financed by USAID and implemented by CARE International. Some programme-contracts will be established with the beneficiaries, specifying especially the choice of interventions and the responsibilities of the participants, comprising those of the women. At the level of WFP's office at Tananarivo, a Vulnerability Analysis and Mapping (VAM) Unit will be set up to



enable WFP to collaborate with the national authorities and other partners in the activities of the Country Programme in general and Activity No. 3 in particular.

Beneficiaries and intended benefits

59. The activity will reach about 116,000 beneficiaries and their families over a five-year period. The selection of beneficiaries will be improved each time on the basis of data from EWS, the WFP VAM Unit and preliminary surveys by the NGOs and the decentralized technical services.
60. The benefits will be, in the short term, the creation of temporary jobs and incomes, a relative security in food needs, with a view for the reduction of seasonal migration and, in the long term, a greater capacity of the target groups to face future crises.

Support, coordination, and monitoring and evaluation arrangements

61. The activity will benefit from the support of NGOs (CARE, CRS, financed by USAID, Agro-Action/Germany, KIOMBA and AKAMASOA, financed by the European Union), some projects benefiting from the external financing of IFAD, the World Bank, UNDP, ILO and FAO. The Government will also solicit a contribution from Japan for non-food items. The work standards, the management of provisions, the indicators for monitoring and evaluation of the results and periodic reports, will be reviewed and made uniform jointly with the concerned partners. The monitoring of work and the preparation of reports will be ensured by the competent technical services who will rely on the NGOs.

Cost estimates

62. The activity will require about 9,730 tons of food products, or a total amount of direct operational costs of 3,745,000 dollars over a period of 5 years, of which 850,000 dollars are already available under the one-year expansion of the SECALINE project. In addition, 1,750,000 dollars are needed as a supplement to furnish and deliver 4,550 tons of provisions and 300,000 dollars to cover the costs of a VAM Unit, and comprise, especially, the expense of training counterpart national personnel.

KEY ISSUES AND RISKS

63. The natural disasters in Madagascar are such that a major one would require the implementation of a vast emergency operation, mobilizing financial resources and other resources not foreseen in the programme.
64. It is expected that the Government will continue the struggle against poverty and pursue the improvement of household food security in its basic development strategy. Moreover, the donors and the Government will continue to value the additional advantages of food aid.
65. Madagascar is engaged in programmes of structural adjustment. The weakness of investments is slowing down the economic recovery recorded in the last two years. This situation risks influencing the level of government contribution to the programme. Recourse to co-financing with other donors and an implementation partnership with NGOs and international organizations are needed to carry out the programme.



COUNTRY PROGRAMME MANAGEMENT PROCESS

Appraisal

66. Once the Executive Board has approved the programme, the following actions will be undertaken by the representative of WFP in Madagascar, in strict collaboration with the Government and WFP's regional office in Maputo.
- a) Organization of a seminar with the objective of reviewing the modalities and the implementation calendar of the programme, before signing the agreement with the Government.
 - b) An appraisal of Activity No. 3. The Government's technical services will be closely associated with the process which will use the technical expertise of the specialized agencies of the United Nations and competent local personnel (consultants). Activities No. 1 and 2 have already been the object of prior appraisals in June 1998 and March 1997, respectively.
 - c) The regional office in Maputo will furnish technical support for the preparation of a summary of activities. The different summaries will be examined by the thematic committees of UNDAF before their approval by the WFP representative in Madagascar.

Implementation programme

Capacity of the country office

67. Implementation of the programme will call for an active partnership with the donors and NGOs. The magnitude of the programme nevertheless requires that WFP maintain the present structure of its main office and the two sub-offices at Fort Dauphin and Tuléar, including support personnel foreseen in the budget for direct support. The competence of international and local personnel will be reinforced by training activities in management of the project and food aid, monitoring and evaluation and analysis of vulnerability.
68. The effectiveness of geographic targeting and the local beneficiary governments will depend on the coherence and reliability of the indicators of vulnerability, as well as the relevance of the programming mechanism and coordination of the programme. To carry out these tasks well, it is essential to strengthen the capacity of the WFP office. Additional case resources is requested in the context of Activity No. 3, which has the highest cost, in the amount of 300,000 dollars. This sum will serve to finance: a) improvement of the working tools of the VAM Unit; b) the use of VAM data to orient or reorient the activities of the Country Programme; and c) government support for the formulation of a framework of assistance in case of disasters, as well as for the setting up of a National Committee for Food Security.

Coordination and implementation

69. The Ministry of the Economy is in charge of coordinating all the development programmes. For WFP's country programme, an ad hoc committee was set up, presided by the Secretary-General of the Ministry of the Economy, awaiting the imminent creation of a National Committee for Food Security. The work of this committee will be, on the one hand, to specify the broad lines of strategy for food security policy and, on the other hand, to serve as staff to monitor the food aid programmes. The committee will reinforce the



network of committees for technical coordination envisaged at the national or regional level for each activity. It will benefit from the technical advice and counsel of the thematic committee of UNDAF.

Participation of beneficiaries

70. The implementation of the programme is founded on a participatory approach, consisting of the creation of local management committees, the establishment of programme agreements between the beneficiaries and the officials responsible for the activity. These agreements stipulate the responsibilities of all parties, the details of selected activities and the role of women. Moreover, it is foreseen that local organizers will be called upon by the NGOs and the personnel of decentralized services to sensitize and support the villages.

Logistical arrangements

71. Within the context of the development of Activities No. 1 (community nutrition) and 2 (school feeding), three successive expert missions on logistics were fielded from the regional office of WFP in Maputo. During these missions, the matrices related to the costs of internal transport, maintenance and storage of food were updated. In addition, the strategy of utilization of private transporters, the location of delivery points and nearby storage, as well as the training needs for counterpart personnel, were clarified. In parallel, the WFP office established a board showing the logistic arrangements (existing warehouses, road and river network, communications media, ports and airports) in the provinces of Tulear and Fianarantsoa. The office also conducted a survey for the purpose of reviewing the list of suppliers of provisions and private carriers. It should be noted that an associate expert will be posted at Antananarivo and two United Nations Volunteers will be appointed in the provinces to support the current arrangements.
72. WFP will pursue the practice of local purchases, depending on the market conditions, and will encourage local production of processed foods.
73. It is recommended that WFP assume 100 percent of the costs of internal transport, storage and handling (ITSH) because of the precarious financial condition of the national authorities and the difficult period of structural adjustment which the country (classified among the least developed) is going through.

Monitoring and auditing

74. Monitoring of the programme accounts in the office and sub-offices of WFP will be supported by the VAM Unit. The database will consist of, *inter alia*, indicators permitting an estimate of the level and quality of co-participation and coordination (partnership), the capacity to manage the volume of aid and programme activities, the allocation of aid by sector of activities and by category of beneficiaries, the suitability of aid in relation to needs during lean periods, and the level of participation of beneficiaries, particularly that of the women.
75. The collection of information on the activities and the production of periodic reports will be ensured by the national or regional director of each activity, with the support of interested NGOs. The plan of operations will furnish the details on indicators of output (see details in Annex II). The arrangements agreed upon with the Government for the annual audit of the accounts by expert private accountants and periodic checks, either separate or joint, will be maintained.



Adjustments and supplementary measures

76. Besides the lessons to be learned from the above-mentioned periodic reports, analysis will be completed by field visit reports submitted by the office and sub-offices of WFP, as well as by the results of surveys and planned thematic studies. The WFP office will bring together the members of thematic committees of the UNDAF team and will collaborate with its partners to organize joint missions to analyse the impact of the programme.
77. The reports of these missions will be examined each time by the National Committee for Food Security, which can recommend adjustments, including the redefining of an activity or the formulation of a new intervention. To the extent that the readjustments proposed involve budgetary allocations higher than 10 percent of the resources foreseen for each activity, a prior agreement with WFP headquarters will be required.

Evaluation

78. A mid-term evaluation at the end of the second year of programme implementation will be carried out in order to examine the progress towards objectives and the role of WFP assistance, as well as the factors which have influenced the results in a positive or negative way. If necessary, specific studies will be undertaken.
79. In addition to the mid-term evaluation at the end of the year 2000, the Country Programme will be the object of a more detailed, global evaluation during 2002, with a view to drawing strategic lessons that will permit WFP, the Government and interested partners to formulate another Country Programme.



ANNEX I

DIRECT OPERATIONAL COSTS 1999–2003

Activity		Food	Direct operational costs			Total
			Food costs	Transport/ ITSH/ insurance	Other DOC	
			(tons)	(dollars)		
Activity No 1	Basic (WFP)	20 212	6 177 795	2 143 702		8 321 497
Community nutrition	Government				1 718 020	1 718 020
	Supplementary Micronutrients		763 734		1 359 933 ¹	2 123 667
	Subtotal	20 212	6 941 529	2 143 702	3 077 953	12 163 184
Activity No 2						
School feeding	Basic (WFP)	5 755	2 011 175	897 780		2 908 955
	Government				287 750	287 750
	Supplementary					
	Subtotal	5 755	2 011 175	897 780	287 750	3 196 705
Activity No 3						
Joint programme for mitigation of the effects of natural disasters	Basic (WFP)	9 730	2 227 495	1 517 802		3 745 297
	Government				486 475	486 475
	Supplementary	4 550	1 050 000	700 000	300 000 ²	2 050 000
	Subtotal	14 280	3 277 495	2 217 802	786 475	6 281 772
Total	Basic WFP	35 697	10 416 465	4 559 284		14 975 749
	Supplementary	4 550	1 813 734	700 000	1 659 933	4 173 667
	Total WFP					19 149 416
	Government				2 492 245	2 492 245
	Grand total	40 247	12 230 199	5 259 284	4 152 178	21 641 661

¹ Includes 1,019,950 dollars for local food processing and 339,983 dollars for packaging.

² Expenses related to the Vulnerability Analysis and Mapping (VAM) Unit.



ANNEX II







**KEY INDICATORS TO BE MONITORED IN PROGRAMME IMPLEMENTATION
MADAGASCAR (1999–2003)**

Activities	Supervision and/or implementation body	Target group	Objectives	Key indicators of results
Activity No 1 Community nutrition	<ul style="list-style-type: none"> - Prime Minister's Cabinet - National Directorate SECALINE - Regional Directorates - NGO - Communities 	<ul style="list-style-type: none"> - Malnourished children under 3 years of age. - Expectant mothers 	<ul style="list-style-type: none"> - Help reduce to 30% the proportion of children under 3 who are underweight (Wt/Age<2SD) in the areas of intervention. - Help reduce the number of children who are underweight at birth (<2,500 gr) in the areas of intervention. - Help sensitize and educate women beneficiaries so that they can improve the family's diet, in particular that of their children, and help them adopt better nursing and weaning practices. - Delivery capacity 	<ul style="list-style-type: none"> - Prevalence of malnutrition & underweight (Wt/Age<2SD) in children under 3 in the areas of intervention. - Number and percentage of malnourished children receiving food supplements. - Prevalence of cases of low birth weights in the areas of intervention. - Number and percentage of expectant mothers receiving supplementary food rations. - Improvement in the quality and quantity of food for children under three. - Number and percentage of nutrition centres and organizers in nutrition methods and IEC - Number and proportion of women participating in activities of monitoring, promoting growth and IEC. - Number of open and functioning centres and attendance at these centres. - Number of contractual NGOs and the number of centres covered.

**KEY INDICATORS TO BE MONITORED IN PROGRAMME IMPLEMENTATION
MADAGASCAR (1999–2003)**

Activities	Supervision and/or implementation body	Target group	Objectives	Key indicators of results
Activity No 2 School feeding	<ul style="list-style-type: none"> - Ministry of Secondary and Basic Education - Unit of regional management/direction - School districts - Community (parents of students) 	<ul style="list-style-type: none"> - Primary students in rural areas. - Teachers - Cooks 	<ul style="list-style-type: none"> - An increase in the rate of 10 and 15% (in the 2nd and 3rd year) and to stabilize it. - Reducing the number of drop-outs. - Increasing attendance. - Improving the education of girls. 	<ul style="list-style-type: none"> - Number of food rations distributed (quantities of food delivered and distributed) - Number of schools including the number of schools aided by WFP. - Number of new enrolments (by gender) - Total number of pupils (by gender) - Number of beneficiaries who receive food rations (by gender): <ul style="list-style-type: none"> • students • teachers • cooks - Daily rate of attendance - Number of days of school feeding (trimester/year) - Number of drop-outs (by gender) - Training (number of participants) - Canteen managers - Cooks - Officers in charge of project management - Number of rooms constructed or restored - Number of rations distributed - Quantity of food delivered and distributed

**KEY INDICATORS TO BE MONITORED IN PROGRAMME IMPLEMENTATION
MADAGASCAR (1999–2003)**

Activities	Supervision and/or implementation body	Target group	Objectives	Key indicators of results
Activity No 3 (RIMA-WFP) Joint programme for mitigation of the effects of natural disasters	<ul style="list-style-type: none"> - Ministry of Agriculture - CGDIS - Interregional Directorate for Agriculture - CARE international - Various projects - Local associations 	- Small farmers	<ul style="list-style-type: none"> - Construction/rehabilitation <ul style="list-style-type: none"> • feeder roads • watershed management works • social infrastructure - Environmental management and protection - Training - Generation of temporary employment 	<ul style="list-style-type: none"> - Number of beneficiaries (by gender) - Rations distributed et quantities of food delivered and distributed - Number of works carried out by type of activity (physical outputs) - Number of workdays by gender and activity