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PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 9

For approval



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BUDGET INCREASES TO DEVELOPMENT ACTIVITIES – MADAGASCAR COUNTRY PROGRAMME 10340.0 (2005–2009)

	Cost (United Sta	tes dollars)	
	Current budget	Increase	Revised budget
WFP food cost	17 322 328	10 381 867	27 704 195
Total cost to WFP	37 164 048	22 133 362	59 297 410

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NOTE TO THE EXECUTIVE BOARD

This document is subm	itted to the Execut	tive Board for approval.		
	ent to contact the	o may have questions of a technical WFP staff focal points indicated ting.		
Regional Director, OMJ*:	Mr M. Darboe	tel.: 066513-2201		
Senior Liaison Officer, OMJ:	Mr T. Lecato	tel.: 066513-2370		
Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms C. Panlilio, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).				

* Regional Bureau Johannesburg (Southern, Eastern and Central Africa)



DRAFT DECISION*

The Board approves the budget increase of US\$22.1 million to Madagascar country programme 10340.0 (2005–2009) to extend the programme for two years from 1 January 2010 to 31 December 2011.

^{*} This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



NATURE OF THE INCREASE

- 1. A budget revision for Madagascar country programme (CP) 10340.0 is proposed to:
 - i) undertake an extension-in-time of the CP for two years from 1 January 2010 to 31 December 2011;
 - ii) provide an additional 25,741 mt of food valued at US\$10.4 million;
 - iii) provide additional associated costs: external transport, landside transport, storage and handling (LTSH), indirect support costs (ISC), other direct operational costs (ODOC) and direct support costs (DSC) of US\$10.3 million; and
 - iv) provide additional ISC of US\$1.4 million.
- 2. This budget revision is proposed to align the CP with the new United Nations Development Assistance Framework (UNDAF) cycle. It will also accommodate the Government of Madagascar's increased financial commitment to school feeding, enable WFP to enhance its nutrition programme and re-focus prevention and disaster mitigation work.

JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

Summary of Existing Project Activities

- 3. Madagascar is classified as a low-income food-deficit country. It ranks 143rd of 177 countries in the 2008 United Nations Development Programme (UNDP) human development index.¹ Of its estimated population of 19.9 million,² 70 percent live below the poverty line. The poverty ratio is particularly high 72 percent in rural areas, where three-quarters of the population live, and 50 percent in urban areas because of factors such as poor access to markets, poor soil and low productivity, severe environmental degradation caused by deforestation, poor land management and detrimental coping strategies.³
- 4. Chronic food insecurity affects 8 percent of the population; 50 percent are affected by transitional food insecurity, particularly during lean seasons.⁴ The country is prone to cyclones, floods and droughts that exacerbate household vulnerability. Among children under 5 the prevalence of stunting is 45 percent and underweight 42 percent, which indicate long-term undernutrition. Vitamin A deficiency is found in 42 percent of children;

⁴ Food and Agriculture Organization of the United Nations (FAO) and *Ministère de l'Agriculture, de l'Elevage et de la Pêche* (MAEP)(Ministry of Agriculture, Livestock and Fisheries). 2005. *Plan d'action national pour la sécurité alimentaire*. Antananarivo.



¹ UNDP. 2007. *Human Development Report 2007/2008*. New York; and 2008 statistical update of HDI rankings (available at http://hdr.undp.org/en/statistics).

² 2006 Statistics, Ministry of the Interior.

³ Direction Générale de la Météorologie, 2008. *Le changement climatique à Madagascar*. Climate Systems Analysis Group, University of Cape Town. Cape Town. World Bank Global Facility for Disaster Reduction and Recovery (GFDRR). 2007. *Intégration systématique de la réduction des catastrophes pour la réduction de la pauvreté. Track II, Rapport de cadrage*. Antananarivo. Cooperative for Assistance and Relief

Everywhere (CARE), the Adventist Development and Relief Agency (ADRA) and Catholic Relief Services (CRS) Land O' Lakes Multi-Year Assistance Program (MYAP) Proposal: Strengthening and Accessing

Livelihoods Opportunities for Household Impact (The SALOHI Program).

iron-deficiency anaemia affects 68 percent of children under 5, 66 percent of children between 6 and 14, and 46 percent of pregnant women.⁵

- 5. Net enrolment in primary schools reached 85 percent in 2006, but other educational indicators such as completion 53 percent and grade repetition 21 percent are low.⁶ Regional disparities are significant: the enrolment rate in southern districts was 70 percent in 2006,⁷ but the weighted average of completion was 17.6 percent;⁸ the figure for repetition was 23.9 percent. Poverty and seasonal food insecurity are the main causes of poor educational performance: undernourishment has been found to increase school absenteeism in food-insecure areas, particularly during lean seasons when children who already lack energy are compelled to work or to stay at home to avoid the long walk to school.⁹
- 6. The prevalence of tuberculosis (TB)¹⁰ is 415/100,000 per year;¹¹ it is a serious public health concern. HIV prevalence is still relatively low at 0.14 percent.¹²
- 7. CP 10340.0 was approved by the Board in 2004¹³ for an initial period of five years. The main objective was to support the Government's Poverty Reduction Strategy (2003) and related UNDAF areas. The CP addresses Strategic Objectives 2 and 4 (WFP Strategic Plan 2008–2011).
- 8. The CP has three components: 1) supporting basic education; 2) reducing food insecurity by mitigating the effects of natural disasters and improving environmental protection; and 3) combating malnutrition, TB and HIV/AIDS. The components are mainly concentrated in the arid southern regions and the southeast, which are the most food-insecure and are repeatedly affected by drought and floods.¹⁴
- 9. With regard to support for education, WFP assists in the implementation of a school feeding programme whereby a cooked meal is provided on-site for pupils and community workers involved in food preparation on the 175 days of the school year. This provides a safety net by reducing short-term hunger and contributing to improved attendance and completion rates. Following a government contribution of US\$3.9 million, the scope of this activity was increased in 2008 from 70,000 pupils in 272 schools to 150,000 pupils in 880 schools. Government support is likely to remain consistent throughout the proposed two-year extension of the CP.
- 10. The CP aims to enhance the capacity of the most vulnerable populations to cope with natural disasters and seasonal shocks that cause food insecurity. Food assistance is

¹⁴ WFP. 2005. Madagascar Comprehensive Food Security and Vulnerability Analysis (CFSVA). Antananarivo.



⁵ Joint Government and donor review of the health and nutrition sector, November 2008. Ministry of Health. Antananarivo.

⁶ World Bank 2008. Endorsement Report of Education For All (EFA). Antananarivo.

⁷ World Bank. 2009. *Measuring the Impact of School Feeding at Varying Durations*. Concept note. Antananarivo.

⁸ Rwehera, M. 2007. *Eléments d'une stratégie nationale d'alimentation/nutrition scolaire à Madagascar*. Antananarivo, Ministry of Education.

⁹ Annuaire statistique du Ministère de l'Education 2005/2006. Antananarivo.Ministry of Education.

¹⁰ Includes pulmonary (smear-positive and smear-negative) and extrapulmonary TB.

¹¹ Ministry of Health submission to Round 8 Global Fund, TB component, June 2008.

¹² Ministry of Health, World Health Organization (WHO), United Nations Children's Fund (UNICEF) and Joint United Nations Programme on HIV/AIDS (UNAIDS). 2008. *Epidemiological Fact Sheet on HIV and AIDS: Core Data on Epidemiology and Response: 2008 Update.* Geneva.

¹³ WFB/EB.3/2004/7/1.

provided as an incentive for the creation of assets and for the development of skills. Family food rations are provided in return for five hours of work per day. The content of the family food ration, normally cereals and pulses, is adjusted to conform to the food habits in the different regions: maize is preferred in the south, rice in other parts of the country. On average, 16,000 households are assisted each year.

11. The third CP component addresses malnutrition through supplementary feeding for malnourished children and pregnant and lactating women. This is undertaken in collaboration with local non-governmental organizations (NGOs), the Ministry of Health and the *Office National de Nutrition* (ONN; National Office for Nutrition). Assistance is provided for orphans and other vulnerable children (OVC), people living with HIV (PLHIV) and TB patients attending care centres.

Conclusions and Recommendations of the Re-Assessments

- 12. In November 2006, the Government adopted its second growth and poverty reduction strategy entitled the Madagascar Action Plan (MAP), a five-year plan underpinned by a consultative process based on the Government's national vision document, *Madagascar Naturally*.¹⁵ MAP has eight commitments¹⁶ with corresponding actions to spur rapid growth, reduce poverty and achieve the relevant Millennium Development Goals (MDGs).
- 13. In line with United Nations' reform and the principles of ownership, alignment and harmonization of the Paris Declaration on Aid Effectiveness, the United Nations country team and the Government have initiated a consultative review to align the assistance provided by United Nations agencies with MAP. This has resulted in a new UNDAF for 2007–2011, which is to be followed by a realignment of United Nations agency programmes.
- 14. WFP activities are in the UNDAF priority areas¹⁷ and are aligned with the three MAP commitments: i) to create a successful primary education system; ii) to improve nutrition and food security; and iii) to improve basic support for very poor and vulnerable populations. It was therefore agreed that WFP's programme realignment would be best achieved by extending CP Madagascar 10340.0 for 2010 and 2011 to harmonize with the new UNDAF and MAP cycles.
- 15. A programme review and formulation support (PRFS) mission¹⁸ by a team from Headquarters in January 2009 recommended a reduction in the number of food-for-assets (FFA) projects and related partnerships under Component 2 to improve the quality and impact of activities and to enhance complementarity between CP components and the upcoming protracted relief and recovery operation (PRRO), which is expected to start in July 2009. FFA projects will support the creation of model areas for disaster mitigation through environmental rehabilitation and capacity-building at the community level to pave the way for major UNDAF initiatives in support of food security. Area

¹⁸ Carucci, V. and Ronchini, S. 2009. *Programme Review and Formulation Support Mission – Madagascar PRRO and Country Programme*. WFP Programme Design Service (OMXD). Rome.



¹⁵ Madagascar Action Plan. Available at: <u>http://www.map.gov.mg/?version=en</u>

¹⁶ The MAP commitments are: i) responsible governance; ii) connected infrastructure; iii) educational transformation; iv) rural development and a green revolution; v) health, family planning and the fight against HIV/AIDS; vi) high growth economy; vii) cherish the environment; and viii) national solidarity.

¹⁷ UNDAF priority areas are: i) governance and national solidarity; ii) related infrastructure and high-growth economy; iii) transformation of education; iv) health, family planning and the fight against sexually transmitted infections (STIs), HIV and AIDS; and v) rural development and the environment.

coverage and tonnage for FFA activities will be reduced to match the current absorption capacity of partners. In contrast, a greater preventive focus will be adopted for Component 3 (nutrition), which will require an improvement in the quality of food distributed.

Purpose of Extension and Budget Increase

- 16. The proposed two-year extension of the CP will facilitate alignment with the new UNDAF cycle and support UNDAF programme outcomes¹⁹ and the Government's development objectives. This approach will position WFP as a major partner in the design of the next UNDAF cycle, which will be informed by field experience. A comprehensive evaluation of the CP is planned for 2010 or 2011.
- 17. School feeding will be expanded over the two-year extension of the CP. Its role as a safety net will be enhanced through expanded coverage, improved nutritional quality of the ration and more effective partnership with the Government. School feeding will target an average of 276,000 beneficiaries each year in cooperation with the Ministry of Education to cover all schools in the five priority districts.²⁰ It will support the roll-out of the Government's education reform agenda, which envisages a gradual increase in the duration of primary school education from five to seven years, and a two-year impact study to inform the next triennial plan at the national level. As an agreed handover strategy, blended food is not included in the WFP food basket for school feeding because it is not produced locally; however a pilot phase to fortify the ration with micronutrients will be implemented. Take-home rations for girls will be discontinued because no gender disparity has been observed in targeted areas.²¹
- 18. School feeding contributes to the Education for All (EFA) commitments in the 2007–2011 MAP and is part of the EFA work plan and budget for 2009–2011.²² It is also aligned with the UNDAF strategy, which aims to ensure sound and equitable education for the most vulnerable.
- 19. FFA projects under Component 2 will support current disaster mitigation and vulnerability reduction objectives by refocusing activities on priority areas,²³ thus reducing the target population from 82,500 to 40,000 annually and hence 80,000 for the two-year extension. This aims to improve the effectiveness of FFA in the south and to enhance partnership arrangements. The selection of partners will be linked to effective presence on the ground, technical capacities and other comparative advantages. Improved planning approaches and greater emphasis on monitoring and evaluation (M&E) will be part of measures to enhance Component 2. As recommended by the PRFS mission, a comprehensive food security and vulnerability assessment (CFSVA) is planned for 2010.

²³ This envisages the development of model areas to serve as future design of UNDAF platforms and partnerships.



¹⁹ Component Activity 2 is linked to UNDAF outcome 1.5, Component 1 to outcomes 3.2 and 3.3 and 5.7.

²⁰ Rwehera, M. 2007. Eléments d'une stratégie nationale d'alimentation/nutrition scolaire à Madagascar. Antananarivo. Ministry of Education; also Ministry of Education. 2008. Enquête de base sur les écoles sans cantines scolaires dans cinq Cisco de la région Androy et du sud ouest. Antananarivo.

²¹ Monthly reports give the following gender ratio: girls 54.1 percent/boys 45.9 percent. WFP monitoring reports. 2008 - . Antananarivo.

²² As in 2008, the Government intends to transfer EFA resources earmarked for the SFP to WFP. In 2007/2008, the Government's direct contribution to Component 1 of CP10340.0 amounted to US\$3.9 million. The Government's EFA triennial plan (2009–2011) has made a provision of US\$15 million to ensure continuity of school feeding and planned increases in 2010–2011.

- 20. On the basis of the mid-2009 Madagascar Landscape Analysis,²⁴ the Ministry of Health is shifting to a preventive nutrition approach by introducing: i) blanket supplementary feeding for children aged 6–24 months and pregnant and lactating women in highly food-insecure communities during lean seasons; and ii) targeted supplementary feeding for children of 6–59 months and pregnant and lactating women suffering from moderate malnutrition measured according to mid-upper arm circumference (MUAC) in areas with global acute malnutrition rates over 10 percent. WFP will support blanket supplementary feeding under the CP; targeted supplementary feeding to treat moderate malnutrition will be covered under the PRRO. Blanket supplementary feeding will be implemented using a community-based approach in collaboration with the *Programme National de la Nutrition Communautaire* (PNNC; National Nutrition Community Programme), UNICEF and the United Nations Population Fund (UNFPA). This approach is expected to result in more cost-effective use of WFP resources through increased coverage of mother-and-child health and nutrition (MCHN) services, more effective monitoring through PNNC sites and, in turn, improved results.²⁵
- 21. Nutritional support for TB patients will be continued because it has been so effective. Default rates at WFP-assisted centres range from 0 to 1.2 percent, compared with 11 percent nationally. The Government has therefore requested additional resources through the Global Fund²⁶ to expand food support for TB centres. For PLHIV, WFP will shift from direct food assistance to technical support in view of the unusually small number of cases. Technical support will be provided in line with the national nutrition protocol for PLHIV and TB patients, with an emphasis on mainstreaming nutrition in public health services and greater national ownership of the nutritional component of TB and HIV activities. All nutritional interventions under Component 3, which targets 120,000 beneficiaries over the two-year extension, support MAP commitments to health, family planning, the fight against HIV and AIDS and the UNDAF goal to enhance people's access to healthcare.
- 22. Revisions of the current OVC activity underline the increased attention given to child protection, including access to education. Enrolment and attendance by OVC is still a challenge: despite universal education, 25 percent of children, mostly OVC,²⁷ do not have birth certificates and therefore cannot enrol in school. As a result, child labour among children aged 5–14 can reach 32 percent;²⁷ teenage marriage affects 39 percent of women.²⁸ As indicated in the November 2008 urban emergency food security assessment,²⁹ households headed by women with three or more children are most likely to be severely food-insecure. WFP-supported centres facilitate birth registration, thus supporting the enrolment of OVC in schools and their integration into community life. In

²⁹ Government of Madagascar National Office for Disasters and Risks Management, ONN and WFP. 2008. *Madagascar – situation de la sécurité alimentaire en milieu urbain: analyse des besoins*. Antananarivo.



²⁴ WHO/Government of Madagascar. 2008. *The Madagascar Assessment*. Landscape analysis of countries' readiness to accelerate the action to reduce maternal and child undernutrition. Antananarivo.

²⁵ Fedele, S. 2007. *Technical Review of Nutrition Situation and Trends in WFP Intervention Areas.* Antananarivo. Also: Netherlands Royal Tropical Institute (KIT) and WFP. *Thematic Review of Food Aid for Nutrition: Mother and Child Nutrition (MCN) Interventions.* Draft Case Study Report. Rome.

²⁶ Funding for US\$26 million was approved in Round 8, including a care and support package for 3,000 patients per year valued at US\$2.5 per package determined in consultation with WFP.

²⁷ UNICEF. 2008. *The State of the World's Children*. New York.

²⁸ Government of Madagascar. 2004. *Demographic and Health Survey, 2003–2004*. Antananarivo. The survey for 2008 will be released in 2009.

TABLE 1: BENEFICIARIES, BY COMPONENT									
				Ben	eficiaries				
		Current*			Increase		Revised		
	Men/ boys	Women/ girls	Total	Men/ boys	Women/ girls	Total	Men/ boys	Women/ girls	Total
1. Support for basic education	126 992	153 939	280 931	92 578	99 640	192 218	219 570	253 579	473 149
2. Disaster mitigation and environmental protection	185 625	226 875	412 500	36 000	44 000	80 000	221 625	270 875	492 500
3. Combating malnutrition, TB and HIV/AIDS	89 799	97 282	187 081	57 600	62 400	120 000	147 399	159 682	307 081
Total	402 416	478 096	880 512	186 178	206 040	392 218	588 594	684 136	1 272 730

view of increased demand for social safety nets, as highlighted in the recent emergency food security assessment, OVC work will continue as part of Component 1.

* Corresponds to the cumulative number of beneficiaries, 2005-2009.

FOOD REQUIREMENTS

23. The budget revision includes an increase of 25,741 mt of food valued at US\$10.4 million as shown in Table 2.

TABLE 2: FOOD REQUIREMENTS, BY COMPONENT (mt)			
	Current	Increase	Revised
1. Support for basic education	17 164	13 580	30 744
2. Disaster mitigation and environmental protection	21 106	5 616	26 722
3. Combating malnutrition, TB, HIV/AIDS	9 627	6 545	16 171
Total	47 897	25 741	73 637

24. Food distribution modalities are not expected to change. Under the school feeding programme WFP will continue to work with district educational authorities and parent-teacher associations, which are responsible for organizing meal preparation and food distribution at the school level. The current food basket,³⁰ which was jointly reviewed by WFP and the Ministry of Education in 2007, will be maintained with an emphasis on ensuring micronutrient fortification of the ration with micronutrient powder.

³⁰ The revised school feeding ration was validated by the Ministry of Education in 2007 and reflected in the budget revision of 5 May 2008.



25. FFA projects for disaster mitigation and nutrition will be carried out through NGO partners and in coordination with government counterparts. With regard to the food ration scales, the per capita daily food rations will remain unchanged for all activities in this budget revision. The rations for nutritional interventions are consistent with the national protocol adopted in December 2007.³¹

TABLE 3: FOOD RATIONS, BY ACTIVITY TYPE (g)										
Daily ration	Rice	Maize	Pulses	Veg. oil	High- energy biscuit	CSB	Total	Kcal	% of Kcal from protein	% Kcal from fat
Component 1 Support for basic education (formal)	115	0	30	10	0	0	155	603	9.3	16.3
Component 1 Support for basic education (informal; OVC) ^{**}	200	0	50	30	0	100	380	1 553	10.8	21.8
Component 2 Disaster mitigation and environmental protection (family ration)	0	2 400	300	0	0	0	2 700			
Component 3 Combating malnutrition in children and pregnant and lactating women	0	0	0	25	0	200	225	1 021	14.1	32.6
Component 3 TB	200	0	50	30	0	100	380	1 553	10.8	21.8

* Ration for half a day (5 hours) of school five days per week

Ration for two light meals and a snack of CSB because most OVC spend their time at educational centres For five family members



³¹ Component 3 rations were amended in the second budget revision, October 2006.

ANNEX I-A

BREAKDOWN OF BUDGET INCREASE COSTS				
	Quantity <i>(mt)</i>	Average cost per mt <i>(US\$)</i>	Value <i>(U</i> S\$)	
WFP COSTS				
Direct operational costs				
Food commodities ¹				
– Rice	12 411	374	4 641 714	
– Maize	4 992	297	1 482 624	
– Pulses	3 837	412	1 580 844	
– Oil	1 461	825	1 205 325	
– Blended foods	3 040	484	1 471 360	
Total food	25 741		10 381 867	
External transport			2 184 477	
Landside transport			0	
Internal transport, storage and handling			4 773 316	
Total landside transport, storage and handling			4 773 316	
Other direct operational costs			659 105	
A. Total direct operational costs			7 616 898	
B. Direct support costs (see Annex I-B) ²			2 686 621	
C. Indirect support costs (7.0 percent) ³			1 447 977	
TOTAL WFP COSTS			22 133 362	





¹ This is a notional food basket used for budgeting and approval. The contents may vary.

² Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

³ The indirect support costs rate may be amended by the Board during the project.

ANNEX I-B

DIRECT SUPPORT REQUIREMEN	TS <i>(US\$)</i>
Staff	
International professional staff	544 440
National professional staff	82 800
National general service staff	619 200
Temporary assistance	9 568
Overtime	6 600
International consultants	144 000
National consultants	2 500
United Nations volunteers	336 000
Staff duty travel	398 878
Subtotal	2 143 986
Office expenses and other recurrent costs	
Rental of facility	58 057
Utilities (general)	19 205
Office supplies	9 934
Communication and information technology services	73 191
Insurance	51 200
Equipment, repair and maintenance	29 801
Vehicle maintenance and running cost	124 172
Other office expenses	14 305
United Nations organization services	58 057
Subtotal	400 797
Equipment and other fixed costs	
Furniture, tools and equipment	114 994
Vehicles	19 330
Telecommunications equipment	7 513
Subtotal	141 837
TOTAL DIRECT SUPPORT COSTS	2 686 621



ACRONYMS USED IN THE DOCUMENT

CFSVA	comprehensive food security and vulnerability analysis
СР	country programme
CSB	corn-soya blend
DSC	direct support costs
EFA	Education For All
FFA	food for assets
ISC	indirect support costs
LTSH	landside transport, storage and handling
MAP	Madagascar Action Plan
NGO	non-governmental organization
ODOC	other direct operational costs
ONN	Office National de Nutrition (National Office for Nutrition)
OVC	orphans and other vulnerable children
PLHIV	people living with HIV
PNNC	<i>Programme National de la Nutrition Communautaire</i> (National Nutrition Community Programme)
PRFS	programme review and formulation support
TB	tuberculosis
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

