

برنامج  
الأغذية  
العالمي



Programme  
Alimentaire  
Mondial

World  
Food  
Programme

Programa  
Mundial  
de Alimentos

**Executive Board  
Second Regular Session**

**Rome, 10–13 November 2014**

## **PROJECTS FOR EXECUTIVE BOARD APPROVAL**

**Agenda item 8**

*For approval*



Distribution: GENERAL  
**WFP/EB.2/2014/8-B/4**  
17 October 2014  
ORIGINAL: ENGLISH

## **PROTRACTED RELIEF AND RECOVERY OPERATIONS – CHAD 200713**

### **Building Resilience, Protecting Livelihoods and Reducing Malnutrition of Refugees, Returnees and other Vulnerable People**

Number of beneficiaries	2,257,050
Duration of project	2 years (1 January 2015–31 December 2016)
Gender marker code*	2A
WFP food tonnage	105,240 mt
<b>Cost (United States dollars)</b>	
Food and related costs	135,064,200
Cash and vouchers and related costs	56,062,715
Capacity development and augmentation	2,649,937
<b>Total cost to WFP</b>	<b>262,099,891</b>

\*<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

This document is printed in a limited number of copies. Executive Board documents are available on WFP's Website (<http://executiveboard.wfp.org>).

## NOTE TO THE EXECUTIVE BOARD

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

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 points indicated below, preferably well in advance of the Board's meeting.

Regional Director, OMD\*:      Ms D. Brown      Email: [denise.brown@wfp.org](mailto:denise.brown@wfp.org)

Country Director:              Ms L. Landis      Email: [lauren.landis@wfp.org](mailto:lauren.landis@wfp.org)

Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

\* Dakar Regional Bureau (West Africa)

## EXECUTIVE SUMMARY

WFP will shift its operations in Chad from providing relief to strengthening the resilience of vulnerable populations. This shift will enhance the capacity of vulnerable populations to quickly respond to shocks through mechanisms that support the development and integration of local markets: voucher-based transfers and local purchase of food. Where markets are functioning well, vouchers will become the primary mechanism for assistance. WFP will increase local purchases in surplus areas with the aim of increasing efficiency and responsiveness, and fostering market development. In food-insecure areas with inadequate market integration, vulnerable households will receive food donated to WFP in-kind, or food purchased from surplus areas in Chad. Fragile markets will not be disrupted: the timing and scale of the interventions will respond to seasonal patterns and agricultural forecasts.

Assistance for long-term refugees will be based on needs rather than refugee status. Vulnerability-based targeting will be implemented with the Office of the United Nations High Commissioner for Refugees, focusing on identifying durable solutions; a similar approach will be used to develop long-term livelihood strategies for refugees from the Central African Republic. Seasonal asset creation will promote resilience and mitigate risks.

The community-based approach to addressing undernutrition will focus on the 1,000 days from conception to 24 months, providing targeted supplementary feeding for moderately malnourished children and pregnant and lactating women, and blanket supplementary feeding for children in areas with high rates of moderate malnutrition. Prevention of chronic malnutrition, previously implemented for refugees, will be extended to other areas. All assistance will take gender-specific needs into account.

## DRAFT DECISION\*

The Board approves the proposed protracted relief and recovery operation Chad 200713 “Building Resilience, Protecting Livelihoods and Reducing Malnutrition of Refugees, Returnees and other Vulnerable People” (WFP/EB.2/2014/8-B/4).

\* 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.

## SITUATION ANALYSIS

### Context

1. A low-income, landlocked, least-developed country, Chad has a predominantly rural population of 11.4 million; most households depend on subsistence farming or livestock. Half of the population are under 15. Although agriculture accounts for 46 percent of gross domestic product, Chad has a significant cereal deficit in most years.
2. Petroleum – 90 percent of exports in 2013<sup>1</sup> – is the primary source of economic growth. Government revenues have increased overall but a 50 percent decline in oil prices in 2009 led to a 75 percent decline in related revenues, which are expected to decline further from 2016 in the absence of new discoveries.<sup>2</sup>
3. Despite strong economic growth, social indicators remain poor: in 2014 Chad ranked 184<sup>th</sup> of 187 countries in the human development index and 73<sup>rd</sup> of 78 countries in the global hunger index. In 2010, Chad had the fourth highest mortality rate for children under 5, of whom 39 percent were chronically malnourished.<sup>3</sup>
4. Gender indicators are also poor: maternal mortality is 1,100 per 100,000 live births, second only to South Sudan.<sup>3</sup> Households headed by women are 41 percent more likely to be food-insecure than those headed by men and 60 percent more likely to be severely food-insecure.
5. Chad is vulnerable to the impact of crises in neighbouring countries: it hosts 400,000 long-term refugees from the Sudan and the Central African Republic, and small numbers of refugees from Darfur continue to arrive. Border areas in the north and west remain unstable as a result of instability in Libya and northeastern Nigeria. By July 2014, 106,000 people had arrived from the Central African Republic – people of Chadian origin, refugees from the Central African Republic and third-country nationals. Some have returned home and others are in N'Djamena, but most remain in the southern border regions.
6. WFP is currently implementing: i) protracted relief and recovery operation (PRRO) 200289 “Targeted food assistance for refugees and vulnerable people affected by malnutrition and recurrent food crises”; ii) emergency operation (EMOP) 200672 “Emergency food assistance for people fleeing conflict in the Central African Republic”; and iii) development project 200288 “Support for primary education and enrolment of girls”. WFP also manages the United Nations Humanitarian Air Service.

### Food Security and Nutrition

7. The dry Sahelian zone that includes Bahr El Ghazal, Kanem, Wadi Fira and Ouaddai relies on rainfed agriculture. Livestock are also important for the food security of pastoral and agro-pastoral households. In recent decades more people – particularly women and children in pastoral households – have tended to settle in order to gain access to social services.
8. The Sahelian region of Chad has a structural cereal deficit, so households rely on markets for much of their food in lean seasons. Localized poor harvests with increased food insecurity occur nearly every year, and widespread drought affects the zone about once every five years.

<sup>1</sup> International Monetary Fund (IMF). 2014. *Country Report No. 14/100*. Washington, DC.

<sup>2</sup> IMF. 2013. *Chad: Staff Report for the 2012 Article IV Consultation*. Washington, DC.

<sup>3</sup> United Nations Children’s Fund (UNICEF). 2014. *State of the World’s Children*. New York.

9. Sahelian households typically buy more cereals than they produce, mostly by selling livestock or other assets; credit is repaid at harvest time or through labour. After a poor harvest, many households resort to migration, sales of assets or other negative coping mechanisms.
10. In southern Chad there are marketable surpluses in most years, especially in areas where flood and flood-recession agriculture achieves higher yields and production faces fewer risks. But flooding can also disrupt production: this has occurred in recent years in Salamat, Chari Baguirmi, Moyo Kebbi Est, Tandjile, Hadjer Lamis, Logone Oriental and Mandoul regions.
11. Although the 2013 agricultural season was generally good, 790,000 people face severe food insecurity and 3.1 million are in need of recovery assistance. WFP expects to provide food assistance for 1.4 million people a year. The Government and non-governmental organizations (NGOs) will provide food assistance for those not targeted by WFP. Acute malnutrition fluctuates by season, by region and by population group; the Sahelian region is the most affected. The January–March post-harvest Standardized Monitoring and Assessment of Relief and Transitions (SMART) survey found global acute malnutrition (GAM) above 10 percent in the Sahelian Bahr El Ghazal, Batha, Kanem, Lac and Wadi Fira regions;<sup>4</sup> during the June–September 2013 lean season, GAM exceeded the 15 percent emergency threshold in these regions and in Ouaddai.<sup>5</sup>
12. The nutritional condition of refugees differs significantly by geographical region and by place of origin. A 2013 SMART survey in eastern Chad found that GAM rates had declined to below 10 percent in half of the 12 camps, but had reached 18 percent in six camps in the northern part of the surveyed area.<sup>6</sup> Malnutrition is also a concern among returnees from the Central African Republic: there has been no systematic nutritional survey of this population, but screening in some transit sites found that up to 14 percent of children were acutely malnourished.<sup>7</sup>
13. In the most recent nutrition surveys, chronic malnutrition rates exceeded the 30 percent emergency threshold in 11 of the 16 regions, of which 3 had rates of 40 percent or higher. This includes several areas outside the Sahel belt.

---

## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

14. The Government has limited capacity to respond to food insecurity through subsidized sales and free distributions of food, as provided for recent returnees from the Central African Republic. Local governments and private individuals have provided free food distributions for displaced households from the Central African Republic, but they were not well coordinated.

---

<sup>4</sup> Ministry of Public Health/UNICEF. 2014. *Evaluation de la situation nutritionnelle et de mortalité dans les régions de la bande Sahélienne du Tchad*. N'Djamena.

<sup>5</sup> Ibid., 2013.

<sup>6</sup> UNHCR/WFP. 2013. *Enquêtes nutritionnelles dans les camps des réfugiés soudanais à l'Est du Tchad*. N'Djamena.

<sup>7</sup> UNICEF and International Rescue Committee nutritional screenings in Doba and Doyaba.

15. The Committee for Food Security and Crisis Management and the National Information System for Food Security and Early Warning are key government partners. The National Commission for Assistance for Refugees coordinates refugee camp management with support from the Office of the United Nations High Commissioner for Refugees (UNHCR). The National Centre for Nutrition and Food Technology is the Government's lead for nutrition.
16. In its 2013–2015 National Development Plan the Government prioritizes resilience-focused responses to food insecurity, favouring a shift towards conditional asset-creation activities over free distribution, and market-based mechanisms – including vouchers and local purchase – over distribution of food.

### **Policies, Capacities and Actions of other Major Actors**

17. WFP works with UNHCR, the Food and Agriculture Organization of the United Nations (FAO), which supports government food-security information systems, and UNICEF on food security and nutrition, and with the Renewed Efforts Against Child Hunger and Undernutrition partnership.
18. WFP and UNHCR assist refugee populations, and the International Organization for Migration also assists returnees from the Central African Republic; WFP, UNHCR and FAO are implementing a joint plan supporting durable solutions for refugees.
19. The World Bank supports the Scaling Up Nutrition initiative, and the African Development Bank recently provided financial support for EMOPs targeting returnees from the Central African Republic; discussions of a similar arrangement are going ahead with the World Bank.
20. WFP cooperates on food security and nutrition activities with about 40 international and national NGOs. WFP and the Famine Early Warning Systems Network, together with the Government and FAO, regularly collaborate to collect, analyse and disseminate food security-related and early-warning information.

### **Coordination**

21. United Nations agencies are coordinated by the United Nations country team, the humanitarian country team and the programme management team. The Resident Coordinator/Humanitarian Coordinator is supported by the Office for the Coordination of Humanitarian Affairs. The food security cluster is led by WFP and FAO, UNICEF leads the nutrition cluster, UNHCR is responsible for shelter and protection, the World Health Organization covers health and UNHCR and the International Organization for Migration cover camp management.

## OBJECTIVES OF WFP ASSISTANCE

22. This PRRO seeks to build the resilience, protect the livelihoods and reduce malnutrition of refugees, returnees and other vulnerable people in Chad. It is aligned with Strategic Objectives 1, 2 and 3<sup>8</sup> and contributes to Millennium Development Goals 1, 4 and 5.<sup>9</sup>

## WFP RESPONSE STRATEGY

### Nature and Effectiveness of Food Security-Related Assistance to Date

23. The 2014 evaluation of PRRO 200289 determined that the activities were appropriate and effective and recommended: i) clarification of WFP's country strategy for resilience; ii) caution in implementing a self-reliance strategy for long-term refugees; iii) increased consultation with partners on approaches for nutrition interventions; and iv) more collaboration with Chadian partners.
24. This operation – PRRO 200713 – was designed in consultation with the Government, United Nations and NGO partners, and other stakeholders. The activities and modalities reflect recommendations from the recent evaluation and consultations with stakeholders in April 2014.

### Strategy Outline

25. Under PRRO 200713, WFP will shift from relief to enhancing resilience by increasing the capacities of vulnerable populations to respond to shocks through market-based mechanisms, vulnerability-based targeting, a community-based approach to nutrition interventions and seasonal assistance. Local purchases and cash and voucher transfers have been generally cost-efficient; production shortfalls are mitigated by the increased efficiency of markets.
26. WFP's approach to long-term refugees from the Sudan and the Central African Republic will focus on durable solutions as part of a joint strategy with UNHCR.<sup>10</sup> Assistance will be based on needs rather than refugee status. Vulnerability-based targeting will also be introduced for returnees from the Central African Republic.
27. The quality of nutrition activities will be improved through community-based delivery, better record-keeping and adherence to the national nutrition protocol. The community-based approach promotes vulnerable children's access to treatment and care, while addressing capacity constraints in existing health centres.
28. Blanket supplementary feeding (BSF) will reduce acute malnutrition among children and pregnant and lactating women. Programmes to prevent chronic malnutrition – previously limited to refugees – will be expanded to Chadians. WFP will provide targeted

<sup>8</sup> Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies; Strategic Objective 3 – Reduce risk and enable people, communities and countries to meet their own food and nutrition needs.

<sup>9</sup> Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 4 – Reduce child mortality; 5 – Improve maternal health.

<sup>10</sup> Durable solutions will include arrangements related to land use rights and agricultural production; specific elements are to be determined.

supplementary feeding (TSF) as a curative treatment for moderately malnourished children aged 6–59 months and pregnant and lactating women, and will improve the quality of services.

29. Food assistance for assets (FFA) will promote resilience at the community and household levels under a participatory approach that includes seasonal livelihood programming workshops and community-based planning.
30. WFP will collaborate with partners contributing technical expertise and resources: work with FAO on agricultural projects, for example, will improve the technical quality of activities and create linkages with government services, farmers' organizations and other support structures.
31. This strategy takes into account seasonal and livelihood patterns to determine which activities should be implemented at different times of the year. Before lean seasons, areas with high chronic and acute malnutrition will be targeted for nutrition interventions focusing on the 1,000 days between conception and 24 months: such prevention reduces acute malnutrition, enhances resilience to disease and prevents cognitive impairment.
32. Vulnerable households will receive cash or food transfers during lean seasons in areas affected by production shortfalls with a view to enabling them to maintain their assets and build resilience to future shocks by avoiding debt and sales of livestock at distress prices. Preventive nutrition measures will continue through lean seasons to maintain earlier gains. FFA activities will be concentrated in the post-harvest period to minimize overlap with agricultural activities and migration patterns. Asset-creation activities will be implemented between November and April, providing participants with income-earning opportunities while helping to increase resilience at the community level.
33. Based on regular market monitoring with partners and contact with key players in the cereal markets, WFP will procure locally in food-surplus areas while ensuring that no shortfalls occur locally as a result of that procurement. Vouchers will be introduced gradually in refugee camps based on a targeting exercise. The gradual introduction of vouchers will allow WFP to monitor market reaction and any other disruptions that may arise. It is hoped that in the future the use of vouchers will provide an alternative to pre-positioning food before rainy seasons.

### **Hand-Over Strategy**

34. Hand-over is not feasible at this time. To prepare for eventual hand-over, PRRO 200713 will help to improve the capacities of the Government in early warning and food-security monitoring and response. WFP will support the National Information System for Food Security and Early Warning and the Committee for Food Security and Crisis Management in developing capacity for collecting market and food-security information, and planning and implementing emergency responses through training, technology transfers and joint assessments.

## BENEFICIARIES AND TARGETING

**TABLE 1: BENEFICIARIES BY ACTIVITY\***

Activity	Boys/men	Girls/women	Total
GFD** – refugees	132 880	169 120	<b>302 000</b>
GFD – returnees	36 000	39 000	<b>75 000</b>
Seasonal assistance	346 800	375 700	<b>722 500</b>
FFA	207 000	483 000	<b>690 000</b>
TSF – malnourished children aged 6–59 months	185 220	192 780	<b>378 000</b>
TSF – malnourished pregnant and lactating women	-	36 000	<b>36 000</b>
BSF for prevention of acute malnutrition – children aged 6–23 months	176 400	183 600	<b>360 000</b>
BSF for prevention of acute malnutrition – pregnant and lactating women	-	108 000	<b>108 000</b>
Prevention of chronic malnutrition – children aged 6–23 months and pregnant and lactating women	30 500	69 500	<b>100 000</b>
Caregivers and volunteers	2 050	18 950	<b>21 000</b>
<b>TOTAL (excludes double counting)</b>	<b>929 458</b>	<b>1 327 592</b>	<b>2 257 050</b>

\* Voucher assistance will be provided for 99,288 refugees, 37,500 returnees, 212,500 seasonal assistance beneficiaries, 225,000 FFA beneficiaries and 7,000 nutrition volunteers.

\*\* General food distribution

35. As part of the joint UNHCR/WFP/FAO activity aimed at promoting self-reliance of refugees in protracted situations, targeting in refugee camps in the east and south will draw from quantitative and qualitative assessments that will be validated through gender-sensitive discussions in the communities. Increasingly, the level of assistance to refugees will be based on their actual needs and livelihood situations rather than on their refugee status. From October 2014, UNHCR is expected to pilot the use of biometric information during beneficiary registration, which will result in updated numbers of recognized refugees. Gender-specific concerns and preferences will be taken into consideration in the choice of modalities. The March 2014 gender assessment showed that women preferred food to cash or vouchers, and preferred vouchers to cash; men also preferred food to cash, but preferred cash to vouchers.
36. Voucher transfers to established refugee populations will be increased in stages. Food availability for refugee camps in the east will be established through arrangements with wholesalers, after which retailers will be involved.
37. Returnees from the Central African Republic are assisted under EMOP 200672. Returnees assisted by WFP since early 2014, and food-insecure returnees re-settled by the Government, will be assisted under PRRO 200713. Any returnees newly arrived or newly identified for assistance will be assisted under the regional Central African Republic EMOP.
38. The returnee population is young: 54 percent are under 18 years of age and 40 percent are under 12. While initially there were more women and children fleeing the conflict in Central African Republic than men, the proportion of returnees is now more balanced, with women comprising 52 percent of the adult population. Protection issues are a concern: of

the populations covered under the recent gender study, women returnees have the highest numbers of reports of gender-based violence.<sup>11</sup>

39. Geographical targeting of beneficiaries is based on food security and vulnerability patterns established by assessments in the Sahelian zone and the south. The number and location of beneficiaries requiring seasonal assistance will be based on the Government's harmonized framework, with a focus on areas of high food insecurity. WFP's assistance will target food-insecure farming households and other vulnerable groups.
40. The FFA activities will target households with work-capable members in areas where assets have been depleted by shocks; the scale of these activities will depend on the implementation capacity of partners and communities. WFP will support the creation of high-quality assets for resilience; communities will be involved in activity selection and implementation.<sup>12</sup>
41. Women's vulnerability to food insecurity and their limited access to resources will be addressed by selecting asset-creation activities that respond to the needs of women. Women and men will participate in seasonal livelihood programming workshops to determine the assets to be created, and will benefit without undue disruption of their other activities.
42. Moderately malnourished children aged 6–59 months and pregnant and lactating women in regions where GAM exceeds 10 percent will receive TSF; where GAM exceeds 15 percent, BSF will be provided. The programme of prevention of chronic malnutrition in refugee camps will be expanded starting in 2015 in the Sahelian zone, targeting children aged 6–23 months in areas where chronic malnutrition regularly exceeds 30 percent. Volunteers in government treatment centres and caregivers of children with severe acute malnutrition will receive vouchers or food assistance equivalent to the FFA transfers.

### **Nutritional Considerations and Rations/Value of Cash/Voucher Transfers**

43. Caregivers, volunteers and beneficiaries of GFD and FFA will receive rations of cereals, pulses, enriched vegetable oil and iodized salt. Refugees and returnees receiving full rations will also receive SuperCereal and sugar to prevent micronutrient deficiencies. The rations meet caloric needs, supply macro- and micronutrients for a balanced diet and are consistent with local diets.
44. Vouchers for general distribution have a transfer value of USD 11.25 per person per month, equivalent to the cost of a typical food basket. The voucher value for seasonal interventions is lower because the objective is to preserve positive coping capacity rather than meet daily caloric requirements. Vouchers for FFA participants have a transfer value of USD 2 per day, the high end of agricultural wages.
45. TSF rations will include Plumpy'Sup for children aged 6–59 months, and SuperCereal with sugar and vegetable oil for pregnant and lactating women. Rations for BSF include Plumpy'Doz<sup>13</sup> for children aged 6–23 months and SuperCereal with sugar and vegetable oil for pregnant and lactating women. Rations for the prevention of chronic malnutrition will consist of Nutributter for children inside refugee camps and Plumpy'Doz in other locations. Vouchers are not viable for most nutritional programmes because adequately nutritious foods blended on the local market are not widely available.

<sup>11</sup> 2014 Gender assessment.

<sup>12</sup> Activities carried out by refugees will address long-term needs identified in the UNHCR age, gender and diversity mainstreaming process.

<sup>13</sup> Plumpy'Sup, Plumpy'Doz and Nutributter are registered trademarks for lipid-based nutrient supplements.

**TABLE 2: FOOD RATIONS/TRANSFERS BY ACTIVITY (g/person/day)**

	<b>GFD Refugees and returnees</b>	<b>GFD Vulnerable and seasonal</b>	<b>TSF Children 6–59 months</b>	<b>TSF and BSF Pregnant and lactating women</b>	<b>BSF Children 6–23 months and chronic malnutrition</b>	<b>Chronic malnutrition</b>	<b>Volunteers, caregivers and FFA</b>
SuperCereal	50	-	-	200	-	-	-
Cereals	425	225	-	-	-	-	450
Pulses	50	50	-	-	-	-	100
Vegetable oil	25	15	-	25	-	-	25
Sugar	15	-	-	20	-	-	-
Salt	5	5	-	-	-	-	5
Plumpy'Sup	-	-	92	-	-	-	-
Plumpy'Doz	-	-	-	-	47	-	-
Nutributter	-	-	-	-	-	20	-
Cash/voucher (USD/person/day)	0.375	0.19	-	-	-	-	2.00
<b>TOTAL</b>	570	295	92	245	47	20	580
Kcal/day	2 070	1 050	500	1 053	247	108	2 060
% kcal from protein	13	13.9	12.8	30.6	10	10	14.2
% kcal from fat	17.9	18.9	30.5	41.1	58	58	17.2
No. of days/year	365	365	90	180/120	120/180	180	240/15/65

**TABLE 3: TOTAL FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY (mt/USD)**

	GFD Refugees and returnees	GFD vulnerable	TSF Children 6–59 months	TSF and BSF Pregnant and lactating women	BSF Children 6–23 months and chronic malnutrition	Chronic malnutrition	Volunteers and caregivers	FFA	Total (mt/USD)
SuperCereal	3 781	-	-	4 320	-	-	-	-	8 101
Cereals	49 434	8 606	-	-	-	-	473	12 066	70 579
Pulses	7 624	1 913	-	-	-	-	105	2 681	12 323
Vegetable oil	3 044	574	-	540	-	-	26	670	4 854
Sugar	1 134	-	-	432	-	-	-	-	1 566
Salt	762	191	-	-	-	-	5	134	1 093
Plumpy'Sup	-	-	3 478	-	-	-	-	-	3 478
Plumpy'Doz	-	-	-	-	2 256	846	-	-	3 102
Nutributter	-	-	-	-	-	144	-	-	144
<b>TOTAL FOOD</b>	<b>65 780</b>	<b>11 284</b>	<b>3 478</b>	<b>5 292</b>	<b>2 256</b>	<b>990</b>	<b>609</b>	<b>15 551</b>	<b>105 240</b>
Cash/ voucher (USD)	27 856 629	7 267 500	-	-	-	-	5 040 000	10 725 000	50 889 129
<b>TOTAL CASH</b>	<b>27 856 629</b>	<b>7 267 500</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>5 040 000</b>	<b>10 725 000</b>	<b>50 889 129</b>

## IMPLEMENTATION ARRANGEMENTS

### Participation

46. Food assistance for refugees and vulnerable groups will be distributed in collaboration with local committees. To ensure that women contribute to decisions, WFP will re-emphasize with partners that at least half of the committee members and leaders must be women, and that they be enabled to participate effectively. The FFA activities will be identified and planned with communities. Criteria for targeting in refugee camps, which are being developed by WFP and UNHCR in consultation with the refugees, are informed by household vulnerability analyses.

### Partners and Capacities

47. The availability of capable cooperating partners varies by region and activity. An informal division of responsibilities among the NGOs means that there is only one experienced nutrition partner in any region. For cash and voucher activities, experienced partners are concentrated in the Sahelian and southern regions.

48. The TSF activity is implemented primarily through government health and nutrition centres. In PRRO 200713 community-based programmes, the BSF component, FFA and assistance for returnees from the Central African Republic will be implemented by NGOs under field-level agreements. In the refugee camps, TSF and BSF will continue under tripartite agreements involving NGOs and UNHCR.

49. Traders with the capacity to participate in voucher activities have been identified; more will be involved as the modality expands. Usually WFP contracts financial service providers to pay traders, but some NGOs have their own arrangements with financial service providers.
50. WFP will involve government technical agencies at all stages of planning and implementation of FFA; the technical capacity and expertise available from partners will become more important as the activities become more complex.
51. Common monitoring and evaluation tools, technical and financial assistance and training will be provided by WFP to cooperating partners in order to strengthen their capacities. WFP will also use third-party monitoring to support less experienced partners or to overcome potential conflicts of interest.
52. In response to the March 2014 gender assessment, beneficiary feedback mechanisms will be improved and will enable follow-up on issues related to accountability, protection and gender; they will be included in field-level agreements with partners along with enforcement mechanisms. A consultant will be hired for six months to help the country office with the development and implementation of these initiatives.

## **Procurement**

53. Most food will continue to be purchased internationally and regionally, but the local purchase of cereals will be increased in order to promote local production and markets. Requests for in-kind donations will focus on fortified foods that are expensive or unavailable locally. WFP will continue to use the Forward Purchasing Facility to optimize efficiency.

## **Logistics**

54. Food will continue to be transported through Douala, even though deliveries have recently been slowed by the high volume of food in transit to the Central African Republic emergency response and the limited capacity of port facilities. In view of the insecurity in northern Nigeria and Cameroon, WFP will continue to explore other options and will continue to monitor the corridor from Port Sudan, which was closed because of conflict. The Libyan corridor is also closed.
55. While improved roads linking N'Djamena and major economic centres within Chad are reducing transport times, most secondary roads are in poor condition. As a result much of eastern and southern Chad is inaccessible during the July–September rainy season, and the need to pre-position food by the end of June increases pressure on delivery corridors.

## **Transfer Modalities**

56. Paper vouchers are currently the primary assistance mechanism, but will be replaced by electronic transfers where feasible and cost-effective. Vouchers will be distributed through cooperating partners; banks and microfinance institutions will be used to pay traders in accordance with WFP's financial procedures. Financial institutions that offer competitive fees and good coverage have already been identified.

## **Non-Food Inputs**

57. Other direct operational costs will be used to provide: i) non-food items for supplementary feeding centres; ii) equipment, supplies and specialized labour to support asset creation for resilience and risk reduction; and iii) support for partners' work on community awareness-raising and assessments.

58. Technical and financial support will help to improve the systems for early-warning, food security monitoring and resilience and disaster risk reduction. Training courses, joint missions and field visits will help the Government to build capacities in these areas.

## PERFORMANCE MONITORING

59. Performance monitoring will follow established guidelines, in line with the Country Office Monitoring and Evaluation Tool. Data on key outcome and output indicators will be collected from periodic assessments, post-delivery monitoring and partners' reports.
60. Monitoring will increasingly be based on a probability-proportionate-to-size approach to facilitate statistical analysis and reduce costs. Data will be collected electronically to minimize the time between collection and analysis. Monitoring results will be analysed each quarter, and findings shared with sub-offices.
61. Activity-specific and gender-sensitive formats will be developed for post-delivery monitoring. Outcome-level indicators will be assessed before and after interventions to measure impacts. Comparative data for evaluating performance of preventive nutritional programmes will be obtained from secondary sources or from surveys.
62. Feedback committees will be established at distribution points, with a focus on gender and protection issues; mechanisms such as hotlines for feedback will be available to beneficiaries.
63. The PRRO will be externally evaluated in 2016 on the basis of terms of reference agreed by the country office, the regional bureau and Headquarters. Support will be requested for the identification of consultants.

## RISK MANAGEMENT

64. Agricultural production varies by season and region, especially in the Sahelian zone. Population inflows resulting from conflict in neighbouring countries is also a significant risk. Interventions will be adjusted on the basis of vulnerability analyses and other assessments. The updating of the emergency preparedness response plan will be completed by the end of 2014.
65. Seasonal assistance planning covers resources to address shortfalls following a poor harvest; if food prices increase substantially, the value of voucher transfers may be increased. If local traders cannot meet demand from vouchers, the duration of in-kind food distributions can be extended to cover a longer lean season. A budget revision will be prepared if required to address increased needs resulting from drought or other shocks.
66. Confirmed and timely contributions will be essential to meet transport challenges and to pre-position food in eastern areas. To prevent pipeline breaks, WFP will maintain its fundraising with local and regional donors and will ask donors to confirm contributions by March so that food can be pre-positioned before the end of June.
67. In the event of resource shortfalls, refugees and returnees whose food security depends entirely on WFP assistance will be prioritized, followed by nutrition recovery programmes targeting malnourished children and pregnant and lactating women. Resources for some FFA activities will be preserved to ensure the continuity of resilience programming even when funding shortfalls and pipeline breaks occur.

68. WFP and its partners will monitor food assistance continuously to minimize the risk of misuse or diversion. WFP will promote zero tolerance for corruption through engagement with national and local authorities and food-distribution committees.

### **Security Risk Management**

69. Events in Nigeria could affect programme activities and the Douala food transport corridor. The Boko Haram group is active in neighbouring areas of Cameroon and it is rumoured that it uses Chad as a base for activities in Nigeria. The Ebola epidemic could lead to border closures, which would disrupt trade and commodity movements.
70. Inside Chad, the operations of rebel groups have decreased in relation to previous years; the main threat is Boko Haram, which has increased tensions around Lake Chad. The French military uses Chad as a base to support anti-terrorism efforts.
71. Most of Chad is at security level 2; some areas in the east and southeast are at level 3. In the east and on some roads in the south, WFP missions travelling by road must be accompanied by escorts. WFP's 15 sub-offices and field offices meet minimum operational security standards and minimum security telecommunications standards.

## ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity ( <i>mt</i> )	Value ( <i>USD</i> )	Value ( <i>USD</i> )
<b>Food</b>			
Cereals	70 579	23 697 477	
Pulses	12 323	7 981 636	
Oil and fats	4 854	6 390 692	
Mixed and blended food	14 825	29 185 381	
Others	2 659	842 025	
<b>Total food</b>	<b>105 240</b>	<b>68 097 210</b>	
External transport		10 504 625	
Landside transport, storage and handling		48 328 656	
Other direct operational costs: food		8 133 708	
<b>Food and related costs<sup>1</sup></b>		<b>135 064 200</b>	<b>135 064 200</b>
Cash and vouchers		45 387 544	
Related costs		10 675 171	
<b>Cash and vouchers and related costs</b>		<b>56 062 715</b>	<b>56 062 715</b>
<b>Capacity development and augmentation</b>		<b>2 649 937</b>	<b>2 649 937</b>
Direct operational costs			193 776 852
Direct support costs (see Annex I-B) <sup>2</sup>			51 176 317
<b>Total direct project costs</b>			<b>244 953 169</b>
Indirect support costs (7.0 percent) <sup>3</sup>			17 146 722
<b>TOTAL WFP COSTS</b>			<b>262 099 891</b>

<sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>2</sup> Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

<sup>3</sup> The direct support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (USD)</b>	
<b>Staff and staff-related</b>	
Professional staff	20 550 729
General service staff	8 529 214
Danger pay and local allowances	1 074 400
<b>Subtotal</b>	<b>30 154 343</b>
<b>Recurring and other</b>	<b>5 189 678</b>
<b>Capital equipment</b>	<b>3 540 296</b>
<b>Security</b>	<b>2 665 000</b>
<b>Travel and transportation</b>	<b>8 827 000</b>
<b>Assessments, evaluations and monitoring<sup>1</sup></b>	<b>800 000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>51 176 317</b>

---

<sup>1</sup> Reflects estimated costs for when these activities are carried out by third parties.



## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<b>Cross-cutting</b>		
<b>Partnership</b> Food assistance interventions coordinated and partnerships developed and maintained	Proportion of project activities implemented with the engagement of complementary partners Number of partner organizations that provide complementary inputs and services Amount of complementary funds provided to the project by partners (including NGOs, civil society, private-sector organizations, international financial institutions and regional development banks)	
<b>Gender</b> Gender equality and empowerment improved	Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution Proportion of women beneficiaries in leadership positions of project management committees Proportion of households where females make decisions over the use of cash, voucher or food Proportion of households where males make decisions over the use of cash, voucher or food Proportion of households where females and males together make decisions over the use of cash, voucher or food	
<b>Protection and accountability to affected populations</b> WFP assistance delivered and utilized in safe, accountable and dignified conditions	Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain) Proportion of assisted people who do not experience safety problems travelling to, from and/or at WFP programme sites Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain) Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain) Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme sites	

## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>		
<b>Outcome 1.1</b> Stabilized or reduced undernutrition among children aged 6–59 months and pregnant and lactating women	Moderate acute malnutrition (MAM) treatment default rate (%) MAM treatment mortality rate (%) MAM treatment recovery rate (%) Proportion of eligible population who participate in programme (coverage) MAM treatment non-response rate (%) Proportion of target population who participate in an adequate number of distributions	Health, education and protection needs of targeted populations are met by the Government or other partners. No epidemics occur during implementation. The national protocol for treatment of acute malnutrition is applied correctly in health centres.
<b>Outcome 1.2</b> Stabilized or improved food consumption over assistance period for targeted households and/or individuals	Diet Diversity Score (male-headed households) CSI: Coping Strategy Index (average) Diet Diversity Score (female-headed households) FCS: percentage of households with poor Food Consumption Score (male-headed) FCS: percentage of households with poor Food Consumption Score (female-headed) Diet Diversity Score	Political and security conditions in the country and along borders remain stable. Administrative and economic frameworks are stable. No natural disasters occur during implementation.





## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p><b>Output 1.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Quantity of non-food items distributed, disaggregated by type, as % of planned</p> <p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned</p>	<p>Resources and new nutritional products are available on time.</p>
<p><b>Output 1.2</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<b>Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies</b>		
<p><b>Outcome 2.1</b> Adequate food consumption reached or maintained over assistance period for targeted households</p>	<p>FCS: percentage of households with poor Food Consumption Score FCS: percentage of households with borderline Food Consumption Score Diet Diversity Score (female-headed households) Diet Diversity Score (male-headed households) FCS: percentage of households with poor Food Consumption Score (male-headed) FCS: percentage of households with poor Food Consumption Score (female-headed) FCS: percentage of households with borderline Food Consumption Score (male-headed) FCS: percentage of households with borderline Food Consumption Score (female-headed) CSI: Coping Strategy Index (average) Diet Diversity Score</p>	<p>Political and security conditions in the country and along borders remain stable. Administrative and economic frameworks are stable. No natural disasters occur during implementation.</p>
<p><b>Outcome 2.2</b> Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6–59 months, pregnant and lactating women, and school-aged children</p>	<p>Proportion of children who consume a minimum acceptable diet Proportion of eligible population who participate in programme (coverage)</p>	<p>Health and education needs are met by the Government or other partners.</p>
<p><b>Output 2.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Quantity of non-food items distributed, disaggregated by type, as % of planned Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	<p>Trustworthy cooperating partners are available. Areas are safe for distributions. Resources are available on time. Communities participate in the design and implementation of activities.</p>



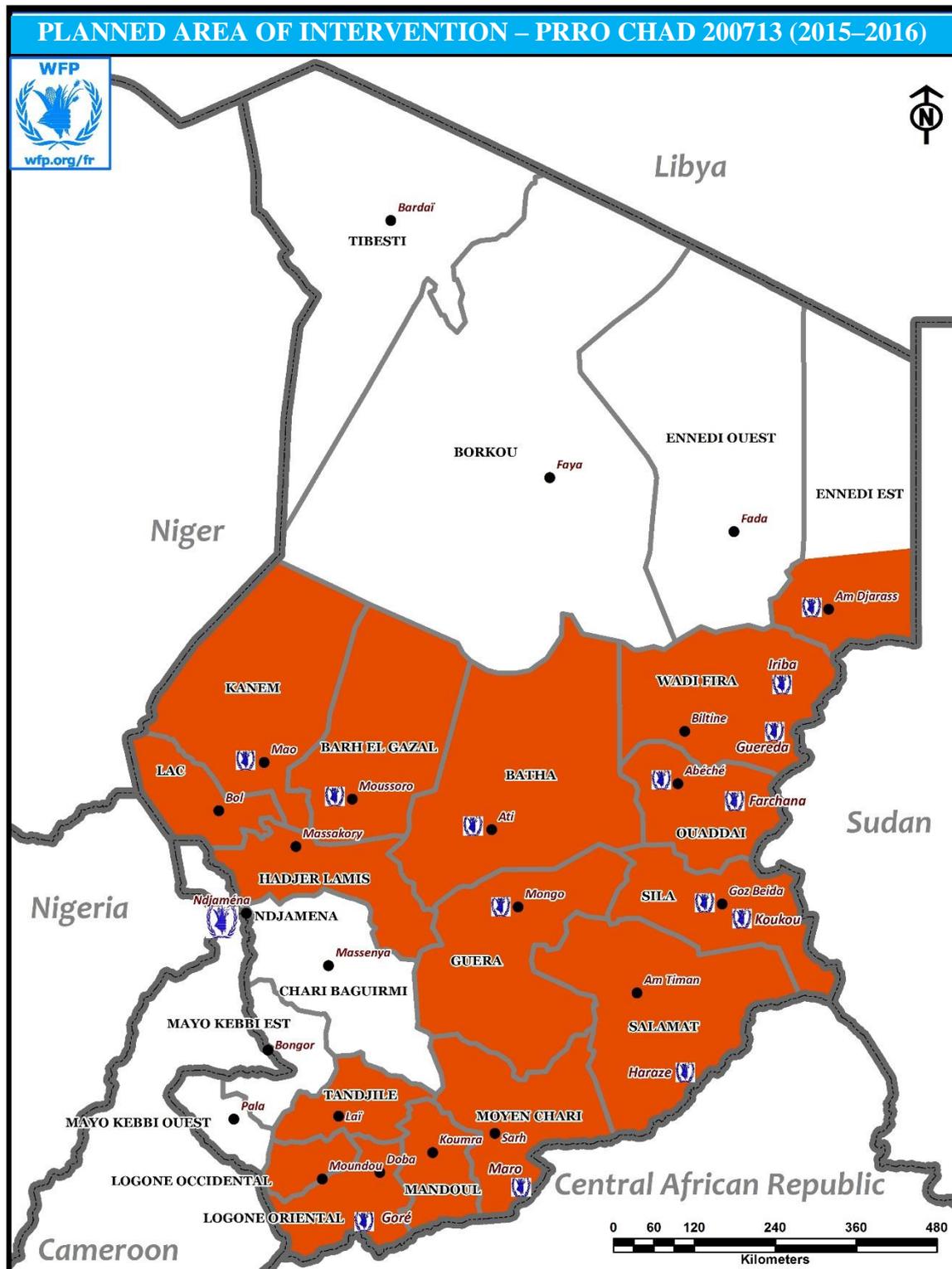
## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p><b>Output 2.2</b>            Messaging and counselling on specialized nutritious foods and infant and young child feeding (IYCF) practices implemented effectively</p>	<p>Proportion of women/men beneficiaries exposed to nutrition messaging supported by WFP, against proportion planned</p>	
<p><b>Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs</b></p>		
<p><b>Outcome 3.1</b>            Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households</p>	<p>FCS: percentage of households with poor Food Consumption Score            FCS: percentage of households with borderline Food Consumption Score            CAS: percentage of communities with an increased Community Asset Score            Diet Diversity Score (female-headed households)            Diet Diversity Score (male-headed households)            FCS: percentage of households with poor Food Consumption Score (male-headed)            FCS: percentage of households with poor Food Consumption Score (female-headed)            FCS: percentage of households with borderline Food Consumption Score (male-headed)            FCS: percentage of households with borderline Food Consumption Score (female-headed)            Diet Diversity Score            CSI: Coping Strategy Index (average)</p>	<p>Political and security conditions in the country and along borders remain stable.            Administrative and economic frameworks are stable.</p>



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<p><b>Output 3.1</b> Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of non-food items distributed, disaggregated by type, as % of planned</p>	<p>Trustworthy cooperating partners are available.</p> <p>Areas are safe for distributions.</p> <p>Resources are available on time.</p>
<p><b>Output 3.2</b> National safety nets for food security, nutrition, education, community assets and overall contribution to resilience-building supported</p>	<p>Number of people trained, disaggregated by sex and type of training</p> <p>Number of technical assistance activities provided, by type</p>	<p>Government officials have time and are willing to be trained and to interact with WFP.</p> <p>Resources are available on time.</p>
<p><b>Output 3.3</b> Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>Number of assets built restored or maintained by targeted households and communities, by type and unit of measure</p>	<p>Resources are available on time.</p> <p>Areas are safe for distribution.</p>

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.

---

## ACRONYMS USED IN THE DOCUMENT

BSF	blanket supplementary feeding
CSI	coping strategy index
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FCS	food consumption score
FFA	food assistance for assets
GAM	global acute malnutrition
GFD	general food distribution
IMF	International Monetary Fund
MAM	moderate acute malnutrition
NGO	non-governmental organization
PRRO	protracted relief and recovery operation
SMART	Standardized Monitoring and Assessment of Relief and Transitions
TSF	targeted supplementary feeding
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund