

Protracted Relief and Recovery Operation

Madagascar 200735

Response to food security and nutrition needs of population affected by natural disasters and resilience building of food insecure communities of south-western, southern and south-eastern regions of Madagascar	
Number of beneficiaries	426 000
Duration of project (starting date – end date)	01 January 2015 – 30 June 2017
Gender Marker Code	2A
WFP food tonnage	28 629

Cost (United States dollars)	
Food and Related Costs	16 805 887
Cash and Vouchers and Related Costs	5 152 812
Capacity Development & Augmentation	1 210 020
DSC	4 516 020
ISC	1 937 932
Total cost to WFP	29 622 671

EXECUTIVE SUMMARY

- Madagascar is emerging from the 2009-2013 political crisis and ensuing international sanctions. Poverty has increased over recent years and today 72 percent of the estimated total population of 22 million live below the national poverty line.
- The 2013 Crop and Food Security Assessment found that nearly 4 million people - 28 percent of the rural population of Madagascar - were food insecure. The highest rates of food insecurity have been registered in the south-western and southern regions due to prolonged drought conditions, as well as in the south-eastern regions due to cyclones and flooding.
- An external evaluation of the current protracted relief and recovery operation 200065 concluded that WFP's interventions and response mechanisms, including those adopted to address unforeseen events, were relevant and appropriate. The evaluation recommended that the resilience component in particular be strengthened.
- Through this new operation, WFP will address the needs of disaster-affected populations and provide a continuous support to build the resilience of the most vulnerable and food insecure communities facing recurrent shocks (cyclones/floods, drought, erratic rainfall, locust plagues) in the south-western, southern and south-eastern regions of the country. Women's and men's appreciation and satisfaction on WFP's assistance were taken into account when designing this operation.
- Relief needs will be addressed by pre-positioning food stocks in disaster-prone areas. WFP will contribute to strengthen national capacities to ensure timely food assistance and nutrition response in the aftermath of a natural disaster, including using the cash modality when possible.
- WFP will reduce communities' vulnerability to shocks through building community and households' livelihood assets. WFP's gender sensitive three-pronged approach will be implemented in 2015 and used to prioritize communities as well as resilience building activities.
- This new protracted relief and recovery operation will contribute to the United Nations Development Assistance Framework (UNDAF, 2015-2019) priorities 1 and 3; and to WFP strategic objectives 1 and 3. It is in alignment with the Millennium Development Goals 1, 4 and 5 and the Zero Hunger Challenge 2.

SITUATION ANALYSIS

Context

1. Madagascar is a low-income food deficit country ranking 155 out of 187 countries in the 2014 Human Development Report.¹ In 2012, 72 percent of its estimated 22 million population lived below the national poverty line.² The country is one of the few in the world to have experienced, over the past decades, a stagnation in per capita income coupled with a rise in absolute poverty.³
2. Madagascar is vulnerable to natural disasters, especially cyclones⁴, floods, and drought.⁵ A quarter of the population, some five million people, live in areas highly vulnerable to frequent natural disasters. Climate change and environmental degradation⁶ exacerbate these risks and further increase household vulnerability.
3. Over five years of political crisis (2009-2013) and international sanctions have negatively affected government institutional capacity, economic growth and development efforts. Considering the magnitude of the country's economic, social and environmental challenges, it is expected that the return to constitutional order will lead to increased donor support.

The Food Security and Nutrition Situation

4. Farming, fishing and forestry form the basis of Madagascar's economy, accounting for 25 percent of Gross Domestic Product (GDP) and 77 percent of employment.⁷ Agriculture⁸ and livestock are the mainstay of rural livelihoods, serving both as the primary source of household food and principal means of income generation. Rural populations live in precarious conditions, lacking basic necessities, owning few assets and relying on natural ecosystems for water, firewood, wild foods and materials for household construction.
5. The 2014 Crop and Food Security Assessment (CFSAM) found that 35.8 percent of the rural population in the surveyed areas⁹ was food insecure. Female-headed

¹ United Nations Development Programme (UNDP). 2014. *Human Development Report*. New York. Data for the 2013 gender inequality index is missing.

² National Institute of Statistics (INSTAT). 2012-2013. *Millennium Development Goals (MDG) national survey*.

³ The Gross domestic product (GDP) per capita in current US\$: 471, World Bank. 2013.

⁴ The cyclone season runs from November to April with a higher risk of occurrence and impact on the east coast.

⁵ Southern and south-western regions of Madagascar are arid, where rainfall can be erratic from year to year with significant impact on an already meagre food production.

⁶ Over the last twenty years, the loss of 50,000 ha /year of forests is due mainly to: (i) the conversion of forest to crop areas, (ii) the needs for fuel wood, and (iii) mining. 2014. *United Nations Development Assistance Framework 2015-2019*.

⁷ INSTAT. 2012-2013. *MDG national survey*.

⁸ Agriculture is dominated by rain-fed small-scale subsistence farming. 23.1 percent of the smallholder farmer households are female headed. INSTAT. 2012-2013. *MDG national survey*.

⁹ Regions covered by the 2014 CFSAM: Amoron'I Mania, Androy, Atsimo Andrefana, Atsimo Atsinanana, Boeny, Bongolava, Menabe. In 2013, these eight regions accounted for about 32 percent of food insecure among rural populations.

households¹⁰ are primarily affected due to lower education levels, socio-cultural factors and unequal access to resources. The highest rates of food insecurity were in the southern¹¹ and south-western¹² regions (characterized by degraded land and drought) and the south-eastern¹³ regions (marked by high poverty and liable to cyclone/ flooding). In the southern regions, the development of cattle rustling criminal organisations and inter-village clashes further exacerbate food insecurity.

6. High poverty, widespread food insecurity, recurrence of natural disasters, soil degradation, poor natural resource management and limited institutional support services leave vulnerable households with little ability to prevent, mitigate, adapt to, or recover from frequent shocks. This erodes their social and economic conditions and undermines potential for development.
7. Stunting affects 47.3 percent¹⁴ of children under-five (or nearly 2 million children) with a higher prevalence among younger children.¹⁵ Micronutrient deficiencies are widespread with 35 percent of women 15-49 years and 50 percent of children under five suffering from anaemia as a result of iron deficiency.¹⁶ Determinants of undernutrition include poor maternal nutritional status, inadequate infant and young child feeding practices, food insecurity, recurrent illness exacerbated by poor access to health services and women's weak decision-making power over household income use. The average national global acute malnutrition (GAM) prevalence is 8.2 percent.¹⁷ Acute malnutrition rates show seasonal variations, particularly in the southern regions, increasing during the dry, lean season. Gender dynamics impair the treatment of malnutrition, as women are not always empowered to take their acutely malnourished children to clinics or hospitals.
8. The political crisis led to decreased public spending on health coupled with a lack of qualified health staff. As a result, health service attendance rates have decreased, as has the quality of care provided, raising concerns for maternal and child health. Between 2008 and 2012, immunisation coverage decreased by 11 percent and antenatal care coverage decreased from 86 to 82 percent.¹⁸ Child mortality remains high at 62 per 1,000 and is higher in rural areas. Maternal mortality has stagnated at a high 498 per 100,000. Access to water and sanitation remains poor; 17.7 percent of the population has access to safe water in rural areas and 3.6 percent has access to improved latrines.¹⁹

¹⁰ 45 percent of female headed households against 34 percent of male-headed households, *CFSAM 2014*.

¹¹ Southern regions: Anosy and Androy.

¹² South-western regions: Atsimo-Andrefana

¹³ South-eastern regions: Atsimo Atsinanana and Vavovavy Fitovinany.

¹⁴ Stunting prevalence for boys: 50.2 percent and for girls: 44.5 percent. INSTAT. 2012-2013. *MDG national survey*.

¹⁵ INSTAT. 2012-2013. *MDG national survey*.

¹⁶ *Ibid.*

¹⁷ *Ibid.*

¹⁸ INSTAT. 2008. *Demographic Health Survey*, and 2012-2013. *MDG national survey*.

¹⁹ INSTAT. 2012-2013. *MDG national survey*.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

9. The National Disaster Management Authority²⁰ (BNGRC) is in charge of the preparedness, planning and management of disaster response. It operates in the framework of the National Strategy for Disaster Risk Management which is currently under revision. The BNGRC has developed two contingency plans, one on responding to droughts, the other on responding to cyclones.
10. Despite a strong political commitment to improve the country's nutritional situation since 2004, progress has been limited.²¹ Contributing to a better coordination of gender sensitive nutritional emergency response with the BNGRC and the National Nutrition Office (ONN) will be a priority for WFP.

Policies, Capacities and Actions of other Major Actors

11. In the area of disaster risk management and food security, several programmes coexist, among which the most important are the Development Food Assistance Programme (DFAP)²² implemented by two consortiums of non-governmental organizations (NGOs), DIPECHO²³, AINA²⁴ and ASARA²⁵ programmes, PUPIRV²⁶ and PURSAPS²⁷ implemented by the Fonds d'Intervention pour le Développement (FID).

Coordination

12. Key actors on disaster risk management are united in the *Comité de réflexion des intervenants en catastrophes*²⁸ (CRIC) and eight clusters. Outside the emergency context, the Food Security and Livelihood Cluster, co-led by WFP and the Food and Agriculture Organization of the United Nations (FAO), is active both at national and regional level. Donor coordination also takes place through the rural development donor group of which WFP, FAO and the International Fund for Agricultural Development (IFAD) are also members.

²⁰ Bureau National de Gestion des Risques et Catastrophes or BNGRC.

²¹ Severe acute malnutrition (SAM) treatment is integrated in the National Health Service with a 12 percent coverage of all children in need of treatment. Moderate acute malnutrition (MAM) treatment is included in the national protocol but not implemented.

²² Financed by the United States Agency for International Development.

²³ Disaster Preparedness ECHO", the European Commission's Disaster Preparedness programme in the framework of humanitarian aid, implemented by the Directorate-General for Humanitarian Aid - ECHO

²⁴ *Actions intégrées en nutrition et Alimentation*, financed by the European Union (EU). WFP is part of AINA programme.

²⁵ *Amélioration de la Sécurité Alimentaire et Augmentation des Revenus Agricoles*, financed by the European Union.

²⁶ *Projets d'Urgence pour la Préservation des Infrastructures et la Réduction de Vulnérabilité*, financed by the World Bank.

²⁷ *Projets d'urgence pour la sécurité alimentaire et la protection sociale*, financed by the World Bank.

²⁸ The CRIC is activated just before and during disasters to enable rapid information sharing, monitoring, coordination, and decision-making. Led by the BNGRC with the support of OCHA, it includes the Madagascar Government, the Humanitarian Country Team and other NGOs and partners.

OBJECTIVES OF WFP ASSISTANCE

13. The objectives of PRRO 200735 are to:

- Strengthen resilience of the most vulnerable men and women in food insecure communities in the south-western, southern and south-eastern regions (Strategic Objective (SO) 3);
- Respond to immediate food security and nutrition needs and protect livelihoods of populations affected by sudden onset natural disasters (SO 1);
- Enhance capacity of government, cooperating partners and communities to prepare for, monitor, detect and respond to emergencies (SO 1 & 3).²⁹

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

14. The relief and early recovery component of the current PRRO 200065 (2010-2014) covers the needs of the most vulnerable populations affected by natural disasters and supports the rehabilitation of essential community assets through food assistance for assets³⁰ (FFA) initiatives. The recovery component invests in community-based FFA activities during the lean season³¹ aiming at enhancing food production and mitigating the effects of future shocks.

15. The evaluation of PRRO 200065 recommended strengthening engagement with the Government of Madagascar and expanding the resilience component through seasonal livelihood programming in key selected districts, in order to adapt FFA projects to local conditions and vulnerability profiles. The evaluation also recommended concentrating efforts in geographical areas in order to increase resilience building.³²

Strategy Outline

²⁹ The PRRO is contributing to the Millennium Development Goals 1: “Eradicate extreme Poverty and Hunger”, 4: “Reduce child mortality” and 5: “Improve maternal health”.

³⁰ Food assistance for assets (FFA) refers to the rehabilitation of assets through food or cash transfer.

³¹ Between October and April.

³² In order to break the cycle of food insecurity, the combination of activities from disaster preparedness to relief, recovery and resilience-building is one of the main lesson learned of PRRO 200065. To achieve resilience, the evaluation also recommended to foster joint programming and engage in local multi-year planning. Prepositioning in cyclone-prone parts of the country will also be maintained as it facilitates response for relief operations in case of disasters.

16. This 2015-2017 PRRO contributes to Zero Hunger Challenge (ZHC) 2³³ and priority one³⁴ of the Madagascar 2015-2019 WFP Country Strategy, which was elaborated through participatory processes with national gap analysis and consultations with the Government, United Nations agencies and donors. In line with the Country Strategy, PRRO 200735 will focus on activities linked to disaster preparedness, relief, recovery and building resilience in order to break the cycle of food insecurity. Special attention will be given to the analysis of gender roles in agricultural production, with a strong focus on supporting activities and structures that offer opportunities to improve women's access to markets, credit, land tenure and improved decision-making.
17. CP 200733³⁵ will complement PRRO 200735 and contribute to enhance populations' resilience by increasing access to education and retention through school meals, improving vulnerable groups' nutrition and strengthening access to markets for smallholder farmers where both programmes geographically overlap.³⁶ Under specific circumstances such as aggravated food insecurity resulting from recurrent or sudden shock, households of beneficiaries from school meals and nutrition interventions in the south of Madagascar³⁷ may also be assisted through PRRO emergency response activities. Using the SLP process will ensure that the identified interventions are complementary and are designed to address overall vulnerability.

Resilience building

18. The PRRO will have a focus on long-term resilience building through seasonal and community-based participatory planning following WFP's three-pronged approach (3PA)³⁸, which enables strong gender analysis and gender sensitive programming. Priority areas and population will be identified using an integrated context analysis.³⁹
19. Seasonal livelihoods programming (SLP) and community based participatory planning (CBPP) processes will involve men, women and the most vulnerable of the selected communities, as well as local authorities and other stakeholders. It will ensure a participative and transparent process in the development of multi-sectorial and multi-year plans in line with national, regional and community priorities. SLP layering aspects will enable to define complementary packages of activities together with partners for increased resilience. Specific nutritional needs in the community will be analysed and interventions will look at increasing nutrition benefits when possible.
20. In close collaboration with the Government and partners to foster joint programming, specific FFA activities will be informed by community-based gender sensitive participatory planning approaches allowing to raise community ownership and strengthen social cohesion. Acceptance of plans will be conditioned on equitable access to lands and assets by the most vulnerable and the establishment of asset management committees to ensure the maintenance of assets. Technical and work

³³ ZHC 2: 100 percent access to adequate food all year round.

³⁴ Priority 1: Increase households' resilience and strengthen national and communities capacity to manage risks.

³⁵ CP 200733 will be submitted for approval to the Executive Board in February 2015 and will run from March 2015 to December 2019.

³⁶ In selected communities in the South of Madagascar where PRRO resilience activities linked to SO 3 will be implemented.

³⁷ Regions of Atsimo Andrefana, Androy and Anosy.

³⁸ 1. Integrated context analysis (ICA), 2. Seasonal livelihoods programming (SLP), 3. Community based participatory planning (CBPP)

³⁹ The ICA combines historical data on food security, nutrition and recurring shocks with aggravating factors such as climate change, soil degradation, and demographic factors.

norms developed by WFP and partners, in coordination with the national authorities, will be used for asset creation. Seasonal aspects and women workload peaks will be taken into account when planning FFA activities through food or cash transfers⁴⁰, especially through the SLP and CBPP processes.

21. The planned caseload for the resilience component includes 15 to 25 percent of beneficiaries to be reached through cash transfer modality during the PRRO period, with a possible increase if the conditions are favourable. The cash transfer modality will be used based on a 2014 evaluation of the pilot cash projects, feasibility studies, market assessment, financial institutions and partnership capacities. These studies have shown that, in many cases, cash interventions can be appropriate when: 1) livelihood insecurity is mainly due to people's inability to access local food; 2) cash helps people take responsibility for their own recovery; 3) cash is often the most effective and cost effective way of delivering assistance; and 4) cash enables seasonal food diversification (based on local food habit and seasonal availability). When developing the community plans, WFP will take into account gender preferences for cash or voucher by consulting different groups such as men and young men, women and young women, as well as marginalized and most vulnerable groups.

Emergency response

22. The PRRO will address relief and early recovery needs of vulnerable households following natural disasters (mainly cyclones and floods) using a network of prepositioned stocks in seven locations.⁴¹ In each of the prepositioned stocks, some 100 mt of food⁴² will be stored before the cyclone season. Food assistance will be provided to affected men and women, in coordination with other actors participating in the CRIC mechanism and in line with relevant contingency plans. After the cyclone season, the unused prepositioned stocks will be re-allocated within the south and south-east to build community resilience. Geographical overlap could occur between emergency and resilience activities. In this event, FFA resilience activities would be suspended and response plans would be activated to meet relief needs.
23. Prepositioned food will be the main and first response modality to areas outside main market towns whilst cash will also be considered where possible based on established criteria such as market and financial institution capacities, security and availability of adequate partnership. Fifteen percent of beneficiaries are expected to receive cash during emergencies, with the possibility to upscale where, based on previous analysis, conditions are appropriate. Following rapid assessments and government policy, General Food Distribution (GFD) and/or unconditional cash will be used for up to 15 days followed by FFA aiming at restoring critical assets.^{43 44} The total period of an

⁴⁰ FFA will be implemented outside the main harvest period, which is generally from May to July.

⁴¹ Five on the south-east coast, one in Tuléar for the south, and one in Antananarivo for the rest of the country. The east and north-east can be covered from the main stock at the port of entry in Tamatave.

⁴² 100 mt of food could provide a 2.3 kg ration per family for 6,000 families (or 30,000 persons) for seven days.

⁴³ Such activities comprise clearing of roads to access markets and basic social services, emergency water supply and sanitation, immediate drainage of canals, clearing of debris before or during the rainy season to reduce the risk of flood, etc...

average emergency response in the framework of this PRRO is expected to be around 45 days. In case of larger disasters, other mechanisms such as an emergency operation (EMOP) will have to be considered.

24. In case of a nutritional emergency⁴⁵, a small-scale contingency component for direct intervention moderate acute malnutrition (MAM) treatment is added in this operation.

Capacity development

25. WFP will provide technical support to the Government, mainly the BNGRC and its decentralized structures, in designing and implementing a sustainable system for food security monitoring and evaluation as well as an early warning system. These systems will feed into the analysis of the National Vulnerability Assessment Committee (NVAC).⁴⁶
26. WFP will also strengthen communities and national capacities in emergency preparedness through training and equipment. National capacities for post-emergencies food security and nutrition assessments will be developed to inform Government-led coordination of the response. Nutritional emergencies detection and response will be integrated in the national capacity development plan. Post-emergencies assessment tools will be revised, national tools and training modules for MAM treatment will be up-dated. At community level, WFP will support the development of disaster risk reduction plans with local risk and disaster management committees.
27. WFP will also ensure an effective and comprehensive use and appropriation of the resilience building process and the 3PA by government agencies, partners and targeted communities.

Hand-Over Strategy

28. WFP is engaged with the Government in ensuring transfer of skills and competencies. During this PRRO, WFP will support the Government and build capacity in early warning, food security monitoring and emergency response.
29. Participative, multi-sectorial, gender based, seasonal and multi-year planning of activities will enhance ownership of the planning process and of community assets produced through this operation.

BENEFICIARIES AND TARGETING

30. The geographical focus within the PRRO is in line with the findings of the food security assessments over the past years that identify regions regularly hit by cyclones and drought-prone areas in need of support.

⁴⁴ However, non-able bodied households will continue to benefit from GFD or unconditional cash beyond the initial 15 days. As for the resilience component, work norms developed by WFP and partners will be monitored for gender considerations.

⁴⁵ GAM rates above 10 percent as per national emergency thresholds.

⁴⁶ WFP will support the implementation of the NVAC in Madagascar through training, equipment and assessments.

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31. This 2.5 year PRRO targets 426,000 beneficiaries, categorised as follows:
- 180,000 for emergency relief (60,000 beneficiaries per year). This corresponds to 35 percent of estimated beneficiaries who will be in immediate need in the case of intense shock, based on the national contingency plan.
 - 21,000 for MAM treatment (based on a contingency of 7,000 for MAM treatment per year).⁴⁷
 - 225,000 for resilience building as a constant target population until the end of the project.⁴⁸
32. Funding projections indicate that WFP could only assist some 1.56 million beneficiaries through the five-year CP and two-and-a-half-year PRRO⁴⁹, in the five structurally most food insecure regions, where some 2.2 million people (55 percent) of the country's total estimated 4 million food insecure people live. The DFAP will also reach some 630,000 food insecure beneficiaries over a five-year period through food assistance. Other projects⁵⁰, some of which are still being developed, will contribute to address food insecurity using other modalities of intervention and technical assistance.
33. Relief and early recovery responses will be implemented based on requests received from the Government, results of rapid assessments and in collaboration with humanitarian actors. Targeting will be based on zoning and criteria set through the BNGRC-led joint post disaster assessment missions. Response after rapid-onset disasters will primarily target displaced people registered at temporary shelters. Particular attention will be addressed to the most vulnerable segments of the population, such as women, children, and elderly persons, to ensure proper coverage of their food needs and food-related protection issues. Assistance may be extended if assessments show continued needs. Households experiencing crisis and emergency food insecurity levels, identified through the Interagency Vulnerability Identification Mechanism, will also receive assistance during the lean season.
34. The MAM treatment contingency component will prioritize children aged 6–59 months and malnourished pregnant and lactating women (PLW) where GAM surpasses the 10 percent national emergency threshold on the basis of post-emergency food security/nutrition assessment.
35. Resilience building activities will focus on regions recurrently affected by natural disasters with high rates of food insecurity, namely the southern regions Atsimo Andrefana, Androy and Anosy, and the south-eastern regions Vatovavy Fitovinany and Atsimo Atsinanana (see map in Annex III). The typical profile of food insecure groups is composed of women headed-households, high dependency households and/or without access to capital, elderly persons, chronically-ill head of households, or

⁴⁷ In alignment with the national nutrition response plan.

⁴⁸ Historical data on assisted population during the lean season since 2010 in the south-west, south and south-east of the country has defined the number of vulnerable persons who are regularly affected by food insecurity due to the recurrence of shocks.

⁴⁹ A yearly average of 750,000 beneficiaries will be assisted through the CP and the PRRO.

⁵⁰ FID, FAO, IFAD, EU, France, Germany and NGOs projects. These projects will assist part of the remaining caseload of food insecure people not covered by WFP and DFAP projects. The food security and livelihood cluster and the rural development donor group will ensure synergies and complementarities.

smallholder farmers. However, WFP will also try to include the other livelihood groups to leverage the resilience strengthening actions across the entire target communities and ensure inclusive community development. Criteria for targeting will be developed jointly by WFP, local authorities and partners, in consultation with the community and adapted to local analysis of vulnerability and livelihoods.

36. Women will be consulted separately to express their needs and tailor FFA activities to their concerns and priorities. Women participation in project management and distribution committees will be encouraged. Recognizing that men are an important partner in reaching gender equality outcomes, they will be included as key strategic partners and will be targeted for gender trainings and awareness-raising strategies.

37. Food availability, cost-efficiency analyses and sufficient financial structures are the main factors that will determine the feasibility for the cash transfer modality roll-out.

TABLE 1: BENEFICIARIES BY ACTIVITY⁵¹			
Activity	Boys/Men	Girls/Women	Total (for 30 months)
Emergency response⁵²			
GFD + FFA/Food	37 000	38 000	75 000
Unconditional cash + FFA/Cash	3 500	4 000	7 500
FFA/Food only	39 000	40 000	79 000
FFA/Cash only	9 000	9 500	18 500
MAM treatment	9 000	12 000	21 000
Resilience building			
FFA ⁵³	111 000	114 000	225 000
TOTAL			426 000

NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH / VOUCHER TRANSFERS

38. Rice is the preferred staple food in Madagascar, followed by maize, which is only consumed in the south. The food basket takes these consumption habits into account. Varieties of pulses will be selected according to cultural acceptability and cooking requirements. Nutrition products are well accepted by beneficiaries and aligned with national protocols. In the first days following an emergency, High Energy Biscuits (HEB) will be provided as households may face challenges to prepare meals. Ready to use supplementary foods will be used for MAM treatment in children for the same reasons.

⁵¹ Details on beneficiaries per year in annex IV.

⁵² 27,500 beneficiaries per year (total of 82,500) are planned to receive GFD/unconditional cash during 15 days, following by 30 days of FFA/through food or cash transfer activities. Additional 97,500 beneficiaries will receive food assistance only through FFA/through food or cash transfer activities.

⁵³ FFA through cash transfer beneficiaries under the resilience building activity: in 2015: 33,750 beneficiaries; in 2016: 45,000 beneficiaries; in 2017: 56,250 beneficiaries. The increase of 5 percent per year of beneficiaries from 2015 to 2017 (15 to 25 percent of WFP Madagascar resilience project) has been calculated based on the capacity to conduct feasibility studies and roll-out of financial institutions areas of coverage.

39. The proposed emergency response rations ensure that the minimum energy needs are covered and that protein and fat requirements are met.⁵⁴ The ration related to resilience building activities is partial, in line with national standards. Priority is given to pulses as source of protein. Cereals will complete the ration to ensure sufficient energetic intake.

40. The cash transfer modality will allow seasonal food diversification and the use of local alternative food commodities based on local food habit and seasonal availability.

TABLE 2: FOOD RATION/TRANSFER BY ACTIVITY

	Emergency response						Resilience		
	GFD		FFA/ Food	Uncondi- tional cash	FFA/ Cash	MAM treatment Women	MAM treatment Children under 5	FFA/ Food	FFA/ Cash
High Energy Biscuits (g/person/day)	450								
Cereals (g/person/day)		400	400					400	
Pulses (g/person/day)		60	60					60	
Vegetable Oil (g/person/day)		35	35			20			
Super Cereal (g/person/day)						200			
Plumpy Sup (g/person/day)							92		
Cash/voucher (US\$/person/day)				0.4 ⁵⁵	0.4 ⁵⁶				0.26 ⁵⁷
TOTAL	450	495	495			220	92	460	
Total kcal/day	2025	1954	1954			929	500	1645	
% kcal from protein	10.7	10.4	10.4					12.3	
% kcal from fat	30	22.9	22.9					8.1	

⁵⁴ For Madagascar, the minimum dietary energy requirement is estimated at 1870 kcal/person/day when increased by 10 percent to account for moderate activity. FAO 2008/2009: http://www.fao.org/fileadmin/templates/ess/documents/food_security_statistics/MinimumDietaryEnergyRequirement_en.xls

⁵⁵ Unconditional cash value was calculated on the basis of the GFD food ration.

⁵⁶ Cash transfer value for FFA under the emergency component involving light casual work (as per Government policy), is aligned with unconditional cash value.

⁵⁷ Cash transfer value for FFA under the resilience component (equivalent to the minimum wage) is harmonized with other actors by the BNGRC. According to recent calculations, the US\$0.26 daily amount is slightly higher than the value of a FFA food ration. This difference will mitigate a light inflation due to seasonal food price volatility or inflationary trends.

Number of feeding days per year	5	15	30	15	30	90	60	120	120
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Commodity Type / Cash & voucher	Emergency response	Resilience	Nutrition	Total (mt or US\$)
Cereals	2 295	22 208	0	24 503
Pulses	344	3 331	0	3 675
Oil and Fats	201	0	13	214
Specialised nutritious products	27	0	211	238
Cash/voucher (US\$)	360 000	3 334 500	0	3 694 500
TOTAL (mt)	2 867	25 539	224	28 629

IMPLEMENTATION ARRANGEMENTS

Participation

41. Community based participatory exercises will be used under the resilience component to identify needs and tailor FFA activities to local requirements. This exercise will include representatives of the different socio-economic groups, including specific focus groups with the most vulnerable and with women to identify appropriate and relevant interventions. Under the emergency response component, activities will be defined by local risk and disaster management committees.
42. Assets' management committees will be trained through cooperating partners to monitor FFA project sites, ensuring standards are achieved and maintenance of the infrastructure after the project. WFP will seek to expand leadership capacities and empowerment of women, while targeting men with messaging and sensitization as key actors in gender equality.
43. Gender-sensitive work norms such as reduced working time for women, task sharing according to physical force and on-site childcare will maximize women's participation in FFA activities. Field Level Agreements (FLAs) with partners comprise a gender-clause to ensure partners' commitment in mainstreaming gender recommendations and best practices.
44. FFA will contribute to address nutrition-sensitive priorities like enhanced access to water, diversification of crops and men and community leaders' nutrition sensitization.

Partners and capacities

45. At the national level, activities will continue to be coordinated with the BNGRC, the Ministry of Agriculture and the Ministry of Environment. WFP will strengthen

partnerships⁵⁸ with FAO and IFAD for increased complementarity between interventions and resilience building.

46. WFP will review NGOs partners' capacities to plan, implement and monitor GFD and FFA activities in which gender and protection aspects have been mainstreamed. From this review, WFP will train partners in emergency preparedness and response planning, needs assessments, seasonal livelihood analyses, programme design, FFA implementation and management, monitoring and evaluation.
47. Local and international NGOs contribute to the planning, design, implementation of FFA activities and distribution of food commodities to beneficiaries. WFP organizes the transport of food or the organization of cash distributions with the private sector and monitors each FFA project, storage facilities and food/cash utilization.
48. WFP and NGO partners will work on strengthening capacities of local disaster management committees and institutions responsible for coordination and logistic support. Training and simulation exercises will be undertaken. WFP will explore geographic stand-by agreements with cash transfers service provider and NGOs for timely response to shocks.
49. WFP will involve relevant decentralised government services at planning, implementation and monitoring of FFA activities, in order to obtain appropriate technical capacity and specialized expertise.
50. WFP and cooperating partners' will be trained to ensure adequate knowledge and skills related to gender, protection and accountability issue such as prevention of sexual exploitation and abuse. Recognising diversity in age and gender, feedback and complaints mechanisms will be set up in consultation with affected populations. Principles of participation, inclusiveness, equality, safety and accountability will be fully embedded in all programme responses. Attention will be paid to the power relations between sexes as well as those between WFP/partners' staff and beneficiaries.

Procurement

51. WFP will follow its standard procurement procedures and will support economic empowerment of smallholder farmers through local purchases.⁵⁹ WFP will continue to monitor prices and will opt for regional or international procurement as market conditions so warrant. Specific commodities not available locally⁶⁰ will be purchased regionally and/or internationally.

⁵⁸ Multi-year partnerships will be defined in the first months of implementation of the PRRO and strengthened by the layering aspect of the SLP process.

⁵⁹ Smallholder farmers' organizations will receive technical assistance under component 3 (strengthening access to markets for smallholder farmers) of Madagascar Country Programme 200733. This support to smallholder farmers will ensure an acceptable quality of local purchases per WFP standards.

⁶⁰ High Energy Biscuits, Oil, Super Cereal, Plumpy Sup.

Logistics

52. Food commodities internationally procured will be received at three ports / entry points (Tamatave, Tuléar and Fort-Dauphin) to improve cost efficiency and reduce lead time. Due to the poor condition of roads, especially in the southern part of Madagascar, some food commodities will be transferred from WFP warehouses in Tamatave, Tuléar and Amboasary to WFP extended delivery points in Ampanihy, Tsihombe and Bekily, prior to eventual handover to cooperating partners or beneficiaries.
53. The Commodity Movement Processing and Analysis System (COMPAS) supports tracking and accounting for commodities from reception at ports until distribution to beneficiaries.

Transfer modalities

54. WFP will ensure that internal controls including on-site monitoring and monthly reconciliations of amounts of food and cash distributed continue to be implemented. In addition, WFP will ensure communities' sensitization about their rights and obligations under the project. Complaint and feedback committees will be trained to report any problem related to the amount of food or cash distributed and protection aspects.
55. WFP Madagascar has recently opted for a cash delivery mechanism, through cash accounts on mobile phones. The recent capacity assessment of mobile phone companies has shown that this mechanism can be cheaper, faster and secure, where feasible. In 2015, WFP will use innovative approaches to safely and rapidly register and serve beneficiaries while enhancing information and data base management (i.e. beneficiaries/ration e-cards, digital finger print, system for cash operations SCOPE⁶¹, new cash transfer monitoring and control systems).
56. Mitigation measures related to the cash transfer modality identified in the macro and micro risk analyses of May 2014 will be implemented. Moreover, WFP is currently conducting various feasibility and market studies in addition to updating the country risk register with specific attention to cash transfer risks in order to better plan the scaling-up and roll-out of cash interventions in Madagascar.

Non-Food Inputs

57. Construction materials, agricultural tools and inputs are needed for assets creation. WFP and partners will endeavor to provide them. Strengthened partnerships with IFAD, FAO and other existing programmes will enhance complementary of multi-sectorial interventions, in particular related to gender, protection, agricultural techniques and nutrition/hygiene sensitization.

⁶¹ The SCOPE platform is WFP's information technology response to support the scaling up of cash and voucher activities and to support in-kind food assistance distributions.

PERFORMANCE MONITORING

58. WFP uses a results-oriented M&E approach with regular data collection of output/outcome indicators and a participatory learning process. The M&E plan comprises a baseline survey to inform indicators status at the start of the project, annual reviews and final evaluation to underline best practices, lessons learned and challenges.
59. A Beneficiary Contact Monitoring methodology will be applied for data collection, including capturing cross cutting indicators related to gender/protection. The output indicators will be monitored jointly by food aid monitors and cooperating partners and tracked on a monthly basis through standardized reports. A systematic coaching of WFP and cooperating partners' staff will ensure the appropriate use of M&E tools and improved M&E capacities at field level. The use of new technology (mobile devices data transmission) will be gradually introduced for real time output contact monitoring.
60. Through Post Distribution Monitoring and/or Community Household Surveillance, WFP will collect outcome indicators data and other information related to the beneficiary/non-beneficiary's level of satisfaction regarding WFP's food assistance.
61. WFP will maintain its engagement to enhance the Government and cooperating partners' capacities in monitoring, data management and reporting.

RISK MANAGEMENT

62. Political instability remains the main contextual risk to the success of this PRRO. In this event, WFP will continue to respond flexibly to administrative changes and will rely on its network of qualified and efficient partners through field-level agreements.
63. Programmatic risks include delayed food deliveries due to road cuts after natural disasters. Pre-positioning sites are carefully identified to avoid exposed roads and minimise delays from transport for a rapid emergency response. Emergency preparedness planning will ensure rapid and appropriate emergency responses and minimize operational impediments.⁶²
64. Pipeline breaks will be mitigated through a WFP resourcing strategy that fosters engagement with its traditional donors and develops partnership with emerging donors. Resources for pre-positioning stocks and FFA activities will be prioritized for continuity of resilience programming and enhanced impact.

⁶² Through the Emergency Preparedness and Response Package (EPRP), WFP is strengthening its preparedness capacity to mitigate the operational impact of natural disasters. WFP updates twice a year its risk register, which records various risks that may adversely impact the expected outcomes of the programme as well as preparedness and mitigating actions analysis to ensure operational preparedness and response.

Security Risk Management

65. The United Nations security system has categorized the security risk in the south of Madagascar as level 3 “moderate”. Some roads can only be accessed in convoys and, though WFP complies with the minimum operating security standards, constant monitoring is required. Other parts of Madagascar are categorized as level 2 or “low”.

APPROVAL (SIGNATURE AND DATE) (ONLY FOR PRROs APPROVED UNDER ED DELEGATED AUTHORITY)

..... Date:.....

Ertharin Cousin
Executive Director

Drafted by: Willem Van Milink Madagascar Country Office
Cleared by: Willem Van Milink Madagascar Country Office on 27 October 2014
Reviewed by: Sarah Longford, Regional Bureau
Cleared by: Chris Nikoi, Regional Bureau on [date]
Reviewed by: [name] Regional Bureau Support (OMO)

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (US\$)	Value (US\$)
<i>Food Transfers</i>			
Cereals	24 503	9 338 042	
Pulses	3 675	1 568 526	
Oil and fats	214	175 589	
Mixed and blended food	238	353 072	
Others	-	-	
Total Food Transfers	28 629	11 435 289	
External Transport		1 358 693	
LTSH		3 039 323	
ODOC Food		972 582	
Food and Related Costs ⁶³		-	16 805 887
C&V Transfers		3 694 500	
C&V Related costs		1 458 312	
Cash and Vouchers and Related Costs		-	5 152 812
Capacity Development & Augmentation		-	1 210 020
<i>Direct Operational Costs</i>			
Direct support costs (see Annex I-B)			23 168 719
Total Direct Project Costs			4 516 020
Indirect support costs (7.0 percent) ⁶⁴			27 684 739
TOTAL WFP COSTS			1 937 932
			29 622 671

⁶³ This is a notional food basket for budgeting and approval. The contents may vary.

⁶⁴ The indirect support cost rate may be amended by the Board during the project.

DIRECT SUPPORT REQUIREMENTS (US\$)	
WFP Staff and Staff-Related	
Professional staff *	1 617 730
General service staff **	482 070
Danger pay and local allowances	ANNEX I B 1 375 000
Subtotal	2 113 550
Recurring and Other	428 622
Capital Equipment	133 224
Security	212 375
Travel and transportation	920 750
Assessments, Evaluations and Monitoring	707 500
TOTAL DIRECT SUPPORT COSTS	4 516 020

* Costs to be included in this line are under the following cost elements: International Professional Staff (P1 to D2), Local Staff - National Officer, International Consultants, Local Consultants, UNV

** Costs to be included in this line are under the following cost elements: International GS Staff, Local Staff - General Service, Local Staff - Temporary Assist. (SC, SSA, Other), Overtime

MADAGASCAR
PREVALENCE OF FOOD INSECURITY BY REGION
EXTREME WEATHER GEOGRAPHIC DISTRIBUTION
 (Storm systems/Cyclones/Floods/Drought)

Cyclones/floods with severe impacts from 2003 to 2014
 (high number of affected population, heavy damages on infrastructures, very high damage costs)

May 2003	Tropical Cyclone MANOU
March 2004	Intense Tropical Cyclone GAFILOU
March 2005	Floods
January 2007	Moderate Tropical Storm CLOVIS
March 2007	Intense Tropical Cyclone INDLALA
February 2008	Tropical Cyclone IVAN
January 2009	Intense Tropical Cyclone FANELE
January 2009	Moderate Tropical Storm ERIC
April 2009	Moderate Tropical Storm JADE
March 2010	Tropical Storm HUBERT
February 2011	Intense Tropical Cyclone BIN GIZA
February 2012	Intense Tropical Cyclone GIOVANA
March 2012	Moderate Tropical Storm IRINA+Floods
February 2013	Tropical Depression HARUNA+Flash Floods

Legend:

Food Insecurity Prevalence by Region

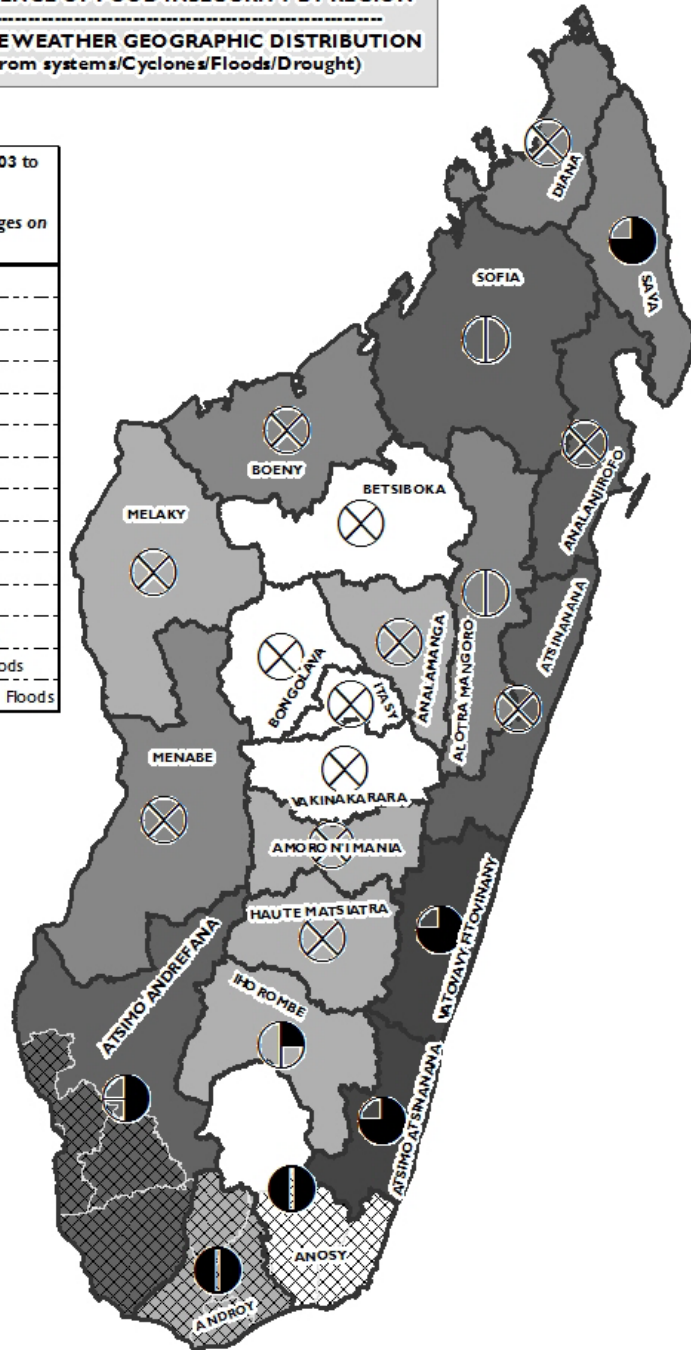
- < 25 %
- [25 - 30[%
- [30 - 35[%
- [35 - 40[%
- [40 - 50[%
- >= 50 %

Région Limit

Cyclic drought-prone areas

Storms/Floods - Freqence

- none in 10-year span
- 2 times in 10-year span
- 3 to 4 times in 10-year span
- 5 to 6 times in 10-year span
- 7 to 8 times in 10-year span



ANNEX IV

BENEFICIARIES BY YEAR			
Activity	2015	2016	2017
Emergency response			
GFD + FFA/Food	25 000	25 000	25 000
Unconditional cash + FFA/Cash	2 500	2 500	2 500
FFA/Food only	26 000	26 000	26 000
FFA/Cash only	6 000	6 000	6 000
MAM treatment	7 000	7 000	7 000
Resilience building			
FFA/Food	191 000	180 000	169 000
FFA/Cash	34 000	45 000	56 000

ACRONYMS USED IN THE DOCUMENT

3PA	Three-Pronged Approach
AINA	Actions Intégrées en Nutrition et Alimentation – integrated actions in nutrition and food
ASARA	Amélioration de la Sécurité Alimentaire et Augmentation des Revenus Agricoles – food security improvement and increase of agriculture incomes
BNGRC	Bureau National de Gestion des Risques ET Catastrophes - national office for disaster risk management
C&V	Cash & Voucher
CFSAM	Crop and Food Security Assessment
COMPAS	Commodity Movement Processing and Analysis System
CP	Country Programme
CRIC	Comité de Reflexion des Intervenants en Catastrophes – reflection committee of disasters’ stakeholders
DFAP	Development Food Assistance Programme
DIPECHO	European Commission's Disaster Preparedness programme
EMOP	Emergency Operation
EPRP	Emergency Preparedness and Response Package
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FFA	Food assistance For Assets (through food or cash transfer)
FID	Fonds d’Intervention pour le Développement - Intervention Fund for Development
FLAs	Field Level Agreements
GAM	Global Acute Malnutrition
GDP	Gross Domestic Product
GFD	General Food Distribution
HEB	High Energy Biscuits
ICA	Integrated Context Analysis
IFAD	International Fund for Agricultural Development
INSTAT	National Institute of Statistics
M&E	Monitoring and Evaluation
MAM	Moderate Acute Malnutrition
NGO	Non-Governmental Organisation
OCHA	Office for the Coordination of Humanitarian Affairs
ONN	Office National de Nutrition - National Nutrition Office



PLW	Pregnant and Lactating Women
PRRO	Protracted Relief and Recovery Operation
PUPIRV	Projets d'Urgence pour la Préservation des Infrastructures et la Réduction de Vulnérabilité – Emergency projects for the Preservation of Infrastructure and Reducing Vulnerability
PURSAPS	Projets d'Urgence pour la Sécurité Alimentaire et la Protection Sociale - Emergency projects for food security and social protection
SCOPE	System for Cash Operations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme



ANNEX V - [LTSH-matrix](#)

ANNEX VI - [Project Budget Plan](#)

ANNEX VII - [Project Statistics](#)

ANNEX VIII – Cash & Voucher Macro & Micro Risk Analyses