

**REGIONAL EMERGENCY OPERATION 200438  
(MALI, MAURITANIA, BURKINA FASO, NIGER)**

<b>Assistance to Refugees and Internally Displaced Persons Affected by Insecurity in Mali</b>	
Number of beneficiaries	555,000
Duration of project	June - December 2012
WFP food tonnage	51,093
Cost (United States dollars)	
WFP food cost	29,562,652
WFP cash cost	8,640,000
Total cost to WFP	78,884,181

**EXECUTIVE SUMMARY**

Following the outbreak of violence in the Gao, Kidal, and Timbuktu regions of Mali, hundreds of thousands of people have fled northern Mali and sought refuge with host communities and in refugee camps in neighbouring countries. According to the latest figures from the Office of United Nations High Commissioner for Refugees (UNHCR), 160,000 Malians have sought refuge in Mauritania, Burkina Faso, and Niger, while WFP estimates at 200,000 the number of are internally displaced in Mali. As conflict continues in northern Mali, the situation is expected to further deteriorate and pastoral populations are expected to migrate throughout the region in greater numbers. The situation has been exacerbated by an on-going food crisis in eight countries in the Sahel, including Mali, Mauritania, Burkina Faso, and Niger. WFP estimates that 7 million people are in need of food assistance in these four countries and is responding to the drought through operations at the country level, guided by the WFP regional response framework for the Sahel.

Given the highly mobile nature of the displaced Malians and the regional implications, WFP has developed this regional emergency operation (EMOP) to provide urgent food and nutrition assistance to internally displaced and refugee populations. This operation covers Mali, Mauritania, Burkina Faso, and Niger, and will enable WFP to provide urgent food and nutrition assistance to an estimated 300,000 internally displaced persons and 255,000 refugees fleeing the conflict in northern Mali. WFP has used the Office for Coordination of Humanitarian Affairs latest planning figures for refugees and internally displaced persons (IDPs) as a basis for its EMOP. Given the unpredictable and dynamic situation, the operation's design also enables rapid response to changes in displacement flows, particularly further deterioration between July and December 2012.

This EMOP will take over from on-going food assistance to Malian IDPs and refugees currently provided under WFP country-level operations; measures are in place to ensure the transition to the regional operation proceeds effectively. WFP will carry out relief activities within United Nations humanitarian coordination frameworks, in partnership with national governments and non-governmental organizations, and in parallel with its on-going operations that make up the regional Sahel drought response framework. The emergency operation is aligned to WFP Strategic Objective 1 ("Save lives and protect livelihoods in emergencies") and will contribute toward Millennium Development Goals 1 ("Eradicate extreme poverty and hunger"), 4 ("Reduce child mortality") and 5 ("Improve maternal health").

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## SITUATION ANALYSIS AND SCENARIOS

### The Overall Context

1. Following the fall of the regional capitals of Gao, Kidal and Timbuktu to *Mouvement National de Liberation de l'Azawad* (MNLA) - backed rebels in early April, security situation has deteriorated, spurring movement of already-mobile agro-pastoral populations and causing widespread displacement. The latest figures from the Office of the United Nations High Commissioner for Refugees (UNHCR) indicate 160,000 Malians have sought refuge in Mauritania, Burkina Faso, and Niger. UNHCR currently estimates 64,000 Malian refugees in Mauritania, 57,000 in Burkina Faso, and 39,000 in Niger.<sup>1</sup> The refugees have fled from fighting between government forces and rebel combatants, violence and retaliation by army troops, abuses and deteriorated living conditions in rebel-held areas and, in some locations, from inter-community tensions and intimidation.

### Mali

2. Following the launch of MNLA attacks in Kidal early in the year, close to 19,000 internally displaced persons (IDPs) were registered in the region of Gao by 3 March 2012. The number of IDPs steadily increased in communes surrounding the towns of Gao and Timbuktu in particular, where community leaders continue registering large numbers of newly displaced people. Following rebel advancements in early April, the situation deteriorated severely, and the Office for the Coordination of Humanitarian Affairs (OCHA) currently estimate the number of displaced persons in northern Mali at 200,000. A rapid assessment conducted by Action Against Hunger<sup>2</sup> reports that 97 percent of IDPs are staying in host households, and that among them, 67 percent were entirely dependent on the host household for food; 56 percent lost all sources of income due to forced displacement.
3. The situation in Mali is exacerbated by political instability from the military *coup d'état* in Bamako on 22 March 2012. The agreement negotiated by the Economic Community of West African States (ECOWAS) of 6 April stipulated the return of power to a constitutional civilian authority, and the president of the national assembly has served as the interim president since 12 April. No date has been set for elections. The interim Government is struggling to address the country's food crisis, the security crisis in northern Mali, and threats from the military junta in and around Bamako.

### Mauritania

4. As of 7 May 2012, UNHCR had registered 64,000 refugees in the small town of Fassala; the number of refugees crossing into Mauritania continues to increase at an average rate of 1,000 people per day. The refugee population is composed mainly of Tuaregs, the majority of whom are women and children and originating from Lere, Timbuktu, Niaki, Guargandou, Tenenkou and Goundam. In consultation with

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<sup>1</sup> <http://data.unhcr.org/MaliSituation/regional.php>

<sup>2</sup> Action Against Hunger "Rapport d'évaluation sur les ménages déplacés vers Gao et Asongo." January 2012.

UNHCR, the Mauritanian Government agreed to establish a refugee camp in M'Béra, a town 50 km from the Malian border. UNHCR anticipates the arrival of 80,000 Malian refugees by the end of the year.

### *Burkina Faso*

5. As of 3 May 2012, the UNHCR Office in Burkina Faso had registered 58,000 refugees. Malian refugees arriving in Burkina Faso are currently in six sites, including Inabao, Gandafabou and Mentao, and live among host communities. A small minority, mostly originating from Bamako, have chosen to go to urban centres, mainly Ouagadougou and Bobo-Dioulasso. The Government of Burkina Faso has identified two sites where Malian refugees can be hosted: Goudebo, 15 km from Dori, and Ingani, 138 km from Ouagadougou. The Government has already declared that all those arriving from Mali will be granted refugee status on a *prima facie* basis.<sup>3</sup> The presence of refugees and their livestock have placed an additional burden on the already scarce natural resources, increasing inflation in food prices, and reducing food availability in local markets. UNHCR anticipates that a total 100,000 refugees could seek refuge in Burkina Faso by the end of the year.

### *Niger*

6. As of 20 April 2012, UNHCR registered 39,000 Malian refugees in the Tillabéri region, in the towns of Mangaizé, Chinégodar, Koutoubou, Yassan, Aballa and Ayorou. The majority of the arrivals are expected to travel by road through the entry points of Anderamboukane and Koutougou. The profile of the arrivals is mixed, including nomads with a predominantly rural background, as well as households from urban areas. The refugees are located both in camps, and in host communities primarily composed of herders. The Government of Niger has identified a site in Ouallam, more than 100 km from the Malian border, as a potential refugee camp site with a capacity of 30,000 people. An additional site closer to the Malian border in the Mangaizé area, where there is cattle forage, may be considered as a camp site for refugees who fled with their livestock and who do not want to move far from their areas of origin.

## **The Food Security and Nutrition Situation**

7. The security crisis in Mali coincides with a food security and nutrition crisis throughout the Sahel region, affecting Mali, Mauritania, Burkina Faso, Niger, and four other countries. Before the onset of violence, food production deficits and high food prices had already increased the vulnerability of the affected countries, and widespread human displacement has further exacerbated food insecurity.
8. Initial rapid assessments of refugee populations have been conducted, and indicate severe vulnerability to food insecurity. Many refugees have fled violence that forced them to sell belongings to cover travel costs to neighbouring countries. However, most

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<sup>3</sup> *Prima facie* is Latin for “first sight”. A group determination on a *prima facie* basis means in essence the recognition by a State of refugee status on the basis of the readily apparent, objective circumstances in the country of origin giving rise to exodus.

refugees are from pastoralist communities and have moved with their cattle; grazing is an issue and might become a source of conflict with local communities in the longer-term. When the rainy season starts in June/July, it is very likely that new movements will begin as pastoralists search for pasture. Therefore, assessments after the start of the rains will provide a more accurate update. These assessments will inform WFP and UNHCR's programming, including adjustments to the operation as necessary.

9. In Mali, the country's Early Warning System (*Système d'Alerte Précoce/SAP*) has identified 196 food-insecure and vulnerable communes in six regions (Kayes, Timbuktu, Mopti, Gao, Ségou, and Koulikoro).<sup>4</sup> In addition, the results of a July 2011 Standardized Monitoring and Assessment of Relief and Transitions (SMART) survey indicated a prevalence of global acute malnutrition (GAM) above the "critical" threshold of 15 percent in Timbuktu (15.4 percent), and close to this threshold in Gao (14.1 percent),<sup>5</sup> both currently under rebel control and from which Malians are fleeing. A national SMART nutrition survey is scheduled to take place in July 2012.
10. In Mauritania, the December 2011 Food Security Monitoring System reports 37 percent food insecurity (20 percent severe, 17 percent moderate) for the host population in the vulnerable region of Hodh El Chargui; this is where the Malian refugees are located, and this situation continues to deteriorate. Due to security concerns, the region has minimal humanitarian activities. Refugees are in the far eastern part of the Hodh El Chargui region in remote villages. The arrival of refugees has put additional pressure on the capacity of the government and the local community to respond to immediate needs in the short term, and will have an adverse impact on the fragile situation of host communities in the longer-term.
11. In Burkina Faso, an Emergency Food Security Assessment by WFP and the Government in March 2012 indicates a food insecurity level of 68 percent in the Sahel region, where the bulk of the Malian refugees are located. Refugees and their livestock have placed an additional burden on the scarce natural resources, increasing inflation in food prices and reducing food availability in local markets.
12. In Niger, the food security and nutrition crisis is acute, with 22 percent of the population severely food-insecure and 18 percent moderately food-insecure.<sup>6</sup> A survey in mid-2011 indicated the national prevalence of wasting as "serious" at 12 percent, and "critical" at 15 percent in the Tillabéri region where the bulk of Malian refugees have fled. Malnutrition of children 6-23 months is particularly alarming, with wasting over 20 percent.<sup>7</sup>

## Scenario

<sup>4</sup> "Évaluation définitive de la campagne agricole 2011/2012," *Système d'Alerte Précoce*, February 2012.

<sup>5</sup> Wasting (GAM) prevalence above 10 percent is "serious" and above 15 percent is "critical". WHO 1995. Cut-off values for public health significance. [www.who.int/nutgrowthb/en](http://www.who.int/nutgrowthb/en)

<sup>6</sup> SAP/INS/WFP/EU/FAO/UNDP/UNICEF/CILSS/FEWSNET. 2011. *Évaluation conjointe de la vulnérabilité à l'insécurité alimentaire des ménages en milieu rural et urbain*. Niamey.

<sup>7</sup> Ministère de la Santé/UNICEF/WFP, 2011.

13. *Refugees*: Currently, UNHCR estimates there are 160,000 Malian refugees in Mauritania, Burkina Faso, and Niger. WFP estimates that 255,000 refugees will require assistance through the end of the year. This may increase as Malians continue to leave Mali, and as currently static populations are forced to flee their homes due to continued violence in northern Mali. WFP will work with UNHCR and other international partners to adjust planning figures as necessary.
14. *Internally displaced persons*: OCHA estimates there are 200,000 IDPs in northern Mali. Anticipating further displacement from on-going violence, WFP estimates 300,000 IDPs will require assistance within Mali before the end of the year. WFP is coordinating with international and national partners to negotiate access to MNLA-controlled areas, and to enable additional assessments. WFP will refine its relief activities within Mali as necessary.

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## **POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENTS AND OTHERS**

### **Policies, Capacities and Actions of the Governments**

15. The governments of Mauritania, Burkina Faso and Niger have expressed support in hosting Malian refugees, and have agreed to recognize them on a *prima facie* basis. All borders remain open, with no reports of people being turned away by neighbouring countries. Refugees have been well-received by the host communities and authorities in the three host countries. Host communities are sharing existing scarce resources with refugee populations. UNHCR with the host government is registering new refugee arrivals (primarily at a basic household level) and providing training to their agencies to build capacity in registration, camp monitoring and on principles of international protection.
16. Within Mali, the Food Security Commission (*Comissariat al la Sécurité Alimentaire*) designed an emergency plan for the Sahel drought prior to the outbreak of violence in northern Mali; this plan therefore does not cover the needs of IDPs. The Government of Mali is already challenged in responding to the drought, and has called on the international community to assist those displaced by violence in northern Mali.

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

17. UNHCR is the primary actor working with governments to provide assistance to Malian refugees in the neighbouring countries. Given the existing food insecurity and drought, as well as insecurity along the borders with Mali, UNHCR and the host governments are advocating that refugees scattered along the borders move to the official sites to ensure security and access to essential services. In Mauritania, UNHCR and the Government have established a refugee camp in M'Béra, and UNHCR continues to transport refugees from the entry point of Fassala on the Malian border. In Burkina Faso, UNHCR is coordinating with the government to carry out registration and deploy a screening mechanism to identify vulnerable individuals. In Niger, in addition to the established camp in Ouallam, UNHCR will establish a second camp in Mangaize, and is considering a government request to set up a third camp for

new arrivals in Ayorou. UNHCR continues to detect groups of refugees scattered outside the official refugee sites. The precarious security situation at the border with Mali is preventing UNHCR from monitoring the conditions of refugees in these areas. Where access is possible, UNHCR relies on government escorts to reach refugees.

18. WFP is providing food assistance to 7 million people affected by production deficits and drought in the four affected countries, as outlined in its regional response framework.<sup>8</sup> So far, WFP has been providing food assistance to IDPs in Mali and Malian refugees in Mauritania, Niger, and Burkina Faso through country-based operations and these beneficiary groups will be covered through this regional EMOP. The country operations will continue to assist the population affected by the Sahel food crisis.
19. In Mali, WFP is providing relief assistance to over 1 million vulnerable people in the Gao, Timbuktu, Sikasso, Ségou, Mopti, Kayes and Koulikoro regions under EMOP 200389. Under the EMOP, WFP provides food assistance to drought-affected households through targeted food distributions, unconditional cash transfers, targeted and blanket supplementary feeding programmes, and food/cash-for-assets activities; this EMOP has also been providing food distributions to 130,000 IDPs.
20. In Mauritania, WFP is providing critical assistance to 506,000 persons under EMOP 200333, including 58,000 Malian refugees in the M'Béra camp. Drought relief activities include blanket and targeted supplementary feeding, support to village cereal reserves, and targeted food and cash distributions in both rural and peri-urban areas in the regions of Gorgol, Brakna, Assaba, Guidhimakha, and Nouakchott. UNHCR has agreements with partner agencies for the management and administration of the M'Béra refugee camp, including the International Lutheran Federation, Solidarités International, World Health Organization (WHO), United Nations Children's Fund (UNICEF), International Committee of the Red Cross, Doctors without Borders, and the Government's Food Security Management Commissary for the management of warehouses and distributions of WFP food.
21. In Burkina Faso, WFP's drought response is through protracted relief and recovery operation (PRRO) 200054. Through targeted food distributions, food- and cash-for-assets, and targeted and blanket supplementary feeding in ten vulnerable regions,<sup>9</sup> WFP plans to provide relief to 2.7 million people through December 2012. This includes food distributions to 25,000 Malian refugees.
22. In Niger, WFP is providing relief to 3.1 million drought-affected persons under EMOP 200398 through targeted food distributions, targeted cash transfers, and targeted and blanket supplementary feeding in seven vulnerable regions and in urban centres.<sup>10</sup> WFP has also begun food distributions to 40,000 Malian refugees. WFP and the Food

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<sup>8</sup> 2012 *Food Security and Nutrition Crisis in the Sahel: WFP Regional Response Framework*, WFP, Regional Bureau for West Africa, February 2012.

<sup>9</sup> Sahel, North, East, Centre West, Centre East, Centre North, Boucle de Mouhoun, Centre South, Plateau Central and Centre.

<sup>10</sup> Diffa, Dosso, Maradi, Niamey, Tahoua, Tillabéri and Zinder regions as well as the urban centres of Agadez, Tahoua, and Tillabéri.

and Agriculture Organization of the United Nations (FAO) co-lead the food security cluster, and WFP is an active participant in the nutrition cluster. The logistics and emergency telecommunication clusters are being activated under WFP leadership.

## Coordination

23. UNHCR is the lead agency for refugees, and WFP is its primary food assistance partner. Assistance to IDPs is managed under established United Nations humanitarian coordination mechanisms, including the cluster system.
24. WFP's Regional Bureau in Dakar, Senegal will coordinate this regional emergency operation, in partnership with the UNHCR Regional Office in Dakar and the United Nations Regional Humanitarian Coordinator. Food assistance for refugees will be managed and coordinated at the country level by WFP's offices, in cooperation with UNHCR. An inter-agency coordination system for refugee assistance is already in place; a sectoral working group comprising various United Nations agencies and non-governmental organizations (NGOs) led by UNHCR coordinates provision of emergency refugee assistance at the entry points. In collaboration with UNICEF, WFP, International Organization for Migration, WHO, United Nations Population Fund (UNFPA), NGOs, and governments, the UNHCR Regional Office is responsible for overall operational coordination through the establishment and convening of meetings at the regional and country levels.
25. *Mali*: In Mali, IDP assistance will be coordinated under the cluster system, led by the Humanitarian Coordinator. WFP leads the logistics cluster and the emergency Telecommunications cluster. WFP co-chairs the nutrition cluster with UNICEF and the Ministry of Health, and the Food Security Cluster with FAO. The food security cluster works with the Food Security Commission and other technical partners to coordinate the response to food security needs. WFP also participates in the protection cluster which includes child-protection and gender-based violence issues, led by UNICEF and UNFPA respectively.
26. *Mauritania*: Monthly coordination meetings are undertaken through the Humanitarian Country Team chaired by the National Humanitarian Coordinator. Technical coordination meetings are co-chaired by the National Humanitarian Coordinator appointed by the Ministry of Interior and UNHCR and include United Nations agencies, NGOs, members of the national civil society and donors. Thematic meetings on Health and Water, Sanitation and Hygiene (WASH) sectors are chaired by UNHCR in Bassikounou.
27. *Burkina Faso*: There are weekly coordination meetings led by UNHCR with the participation of the Government, United Nations agencies, and implementing partners. WFP will work with UNHCR and its government counterpart, the *Comité Nationale des Réfugiés*, under the umbrella of the Minister of Foreign Affairs. UNHCR has participated in the preparation of the CAP.
28. *Niger*: In addition to the United Nations cluster system that is in place for drought assistance coordination, UNHCR is considering establishing sector working groups on

education, health nutrition, and WASH, drawing from representatives in each of the existing cluster group to deal specifically with refugees. UNHCR has participated in the preparation of the CAP.

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## **OBJECTIVES OF WFP ASSISTANCE**

29. Aligned with WFP Strategic Objective 1 (save lives and protect livelihoods in emergencies), this regional EMOP will provide WFP flexibility in delivering urgent food assistance to an estimated 300,000 internally displaced people in Mali and 255,000 Malian refugees in neighbouring Mauritania, Burkina Faso, and Niger. The EMOP's specific objectives are to:
- prevent a deterioration in the food security status of Malian IDPs and refugees through targeted food distributions and/or cash transfers;
  - prevent deterioration of acute malnutrition among children aged 6-23 months from IDP and refugee populations through blanket supplementary feeding; and
  - treat moderate acute malnutrition (MAM) among children aged 6-59 months and PLW through targeted supplementary feeding.
30. This regional EMOP supports UNHCR's February 2012 emergency response appeal.. The EMOP's nutrition activities are aligned with and complement WFP's Regional Response Framework for the Sahel drought.
31. The EMOP will utilize and build upon WFP's existing partner agreements with UNHCR, governments, and other actors. Moreover, through its on-going drought response operations in the areas receiving refugees and IDPs, WFP will provide food assistance to host communities through December 2012. After December and following crop and food security assessments, WFP may revise the EMOP to extend its assistance to host populations as necessary.

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## **BENEFICIARIES AND TARGETING**

32. Based on the latest IDP and refugee figures from OCHA, there are currently 200,000 IDPs in Mali and UNHCR estimates that there are more than 160,000 Malian refugees in Mauritania, Burkina Faso, and Niger who require urgent food and nutrition assistance. The latest information indicates that the conflict in northern Mali will continue and likely escalate in the coming months. Given the inherently mobile nature of the pastoralist populations affected by violence, WFP projects a 50 percent increase in the number of people displaced by the conflict between now and the end of the year. In all, WFP plans to provide food and nutritional support to 555,000 persons between July and December 2012. With dynamic displacement and population movements, targeting will be initially challenging, with deliberate cooperation between WFP, UNHCR, and host governments in providing food assistance to vulnerable individuals. Further refugee and IDP assessments are planned to refine WFP's targeting and related operations.



33. WFP will respond to identified food and nutrition needs with the most appropriate response tools:

- *Targeted food distributions (TFD)*: IDPs in Mali and Malian refugees in Mauritania, Burkina Faso, and Niger will receive a uniform, monthly TFD ration consisting of cereals, Supercereal, pulses, oil, and salt, from July to December. Targeting criteria for TFD will vary by country, as described below.
- *Targeted cash and voucher (C&V) distributions*: C&V transfers are anticipated, and will be implemented according to needs, food availability, cost-effectiveness, market functionality, adequate security and partner capacity, and necessary monitoring infrastructure. US\$8.6 million has been budgeted to provide WFP with the necessary flexibility to shift from food to C&V assistance when and where the circumstances allow. C&V interventions, and the choice between cash and vouchers, will be informed by market and retail assessments and built on WFP's existing experience in C&V transfers in the targeted countries. For refugee assistance, the decision to shift from food to C&V will be made jointly with UNHCR. Based on current conditions, C&V transfers would be most appropriate during the post-harvest period from October to December, when food is available and markets have recovered. If conditions are unfavourable to C&V transfers, this budgeted amount will be used for local or regional purchase of food.
- *Blanket supplementary feeding for prevention of acute malnutrition*: Given the current precarious nutritional status of these beneficiaries, there is risk of further deterioration. Blanket supplementary feeding will be provided to all children aged 6-23 months, estimated at 44,400 children.
- *Targeted supplementary feeding for treatment of moderate acute malnutrition (MAM)*: WFP will implement targeted supplementary feeding for treatment of MAM among children 6-59 months and PLW for refugees or IDPs with no access to MAM treatment from national health systems. An estimated 11,100 children and 4,000 PLW will be targeted.<sup>11</sup> Children under MAM treatment will not receive blanket supplementary food during the period of treatment.

34. Targeting criteria will vary by country as follows:

- *Mali*: WFP will provide assistance to 300,000 IDPs through targeted food distributions and blanket supplementary feeding for 24,000 children 6-23 months old. The targeting of IDPs will be based firstly on administrative targeting and registration provided by community committees and secondly on a rapid survey and joint verification and registration exercise by community administrative committees, UNHCR, and WFP. This will allow WFP to refine its targeting as the situation evolves, and will be followed by regular monitoring and verification exercises.
- *Mauritania*: WFP plans to provide food assistance to 95,000 Malian refugees in UNHCR's M'Béra refugee camp, including 7,600 children 6-23 months old who will benefit from blanket supplementary feeding.
- *Burkina Faso*: WFP will carry out food distributions to 100,000 Malian refugees identified by UNHCR living in host communities in the Ouadalan and Soum

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<sup>11</sup> Caseloads have been estimated based on the refugee and IDP population figures and GAM prevalence rates.

provinces of the Sahel region, as well as those in the cities of Ouagadougou and Bobo-Dioulasso.<sup>12</sup> Up to 8,000 children 6-23 months old will receive blanket supplementary feeding rations to prevent acute malnutrition. A joint assessment mission is expected in mid-June 2012, and results will enable UNHCR and WFP to adjust its beneficiary planning figures and food basket.

- *Niger*: WFP will provide targeted food assistance to 60,000 refugees from Mali, including 4,800 children 6-23 months who will receive a blanket supplementary feeding ration. Refugees are registered by UNHCR with support from committees of local authorities, host community leaders, and representatives from displaced communities.

35. The targeting for the targeted supplementary feeding for treatment of MAM will be based on the entry and exit criteria elaborated in the national protocols and guidance of the country where the implementation takes place. The distribution of beneficiaries between countries might vary according to needs and beneficiary figures will be adjusted as necessary as the nutrition situation evolves. The estimated beneficiary numbers per country are provided in table 1 below.

<b>TABLE 1: BENEFICIARIES BY ACTIVITY AND COUNTRY</b>					
	<b>Beneficiaries</b>				
<b>Activity</b>	<b>Mali</b>	<b>Mauritania</b>	<b>Burkina Faso</b>	<b>Niger</b>	<b>Total</b>
Targeted Food Distribution (Refugees)	0	95,000	100,000	60,000	255,000
Targeted Food Distribution (IDPs)	300,000	0	0	0	300,000
Cash/voucher transfers (IDPs and Refugees)	150,000	0	60,000	30,000	240,000
Blanket supplementary feeding (children 6-23 months)	24,000	7,600	8,000	4,800	44,400
Treatment of MAM (children 6-59 months)	6,000	1,900	2,000	1,200	11,100
Treatment of MAM (PLW)	2,160	684	720	432	3,996
<b>Adjusted Total*</b>	<b>300,000</b>	<b>95,000</b>	<b>100,000</b>	<b>60,000</b>	<b>555,000</b>

\*The adjusted total accounts for 100 percent overlap between children benefiting from both food distributions and blanket supplementary feeding or targeted supplementary feeding, as well as 100 percent overlap between beneficiaries shifted from TFD during the lean season (July-September) to C&V transfers during the post-harvest period (October-December).

<sup>12</sup> Currently refugees are being hosted in the following sites, namely: Ferrerio, Gandafabou, Dibissi, Mentao, and Damba. In light of the projected increasing refugee caseload, WFP will seek to assist refugees hosted in newly established sites.

## NUTRITIONAL CONSIDERATIONS AND RATIONS

36. *Targeted food assistance:* Unconditional food transfers will provide a ration of cereals, pulses, Supercereal, salt, and vegetable oil fortified with vitamin A, allowing for 2,190 kcal per person per day. This ration is consistent with the ration provided in Mali under EMOP 200389, to ensure a uniform nutritional intake for all both IDPs and refugees on both sides of the Malian border. Adjustments to rations currently being provided to refugees under WFP's on-going relief operations will be made to align with this unified food basket beginning in July 2012. Partial food assistance will be replaced with C&V transfers when and where conditions are deemed appropriate.

37. *Cash & Voucher transfers:* Unconditional C&V transfers will provide an average US\$0.40/person/day (equivalent to US\$60/household/month). This is 14 percent higher than the average cash transfers in the current regional response framework (US\$0.35/person /day), which approximates the value of a full WFP food basket, and anticipates rising food prices. Adjustments will be made according to market data, cost-effectiveness, and project monitoring information. The needs and beneficiary preferences may result in a mixed cash-food transfer in some areas.

TABLE 2: DAILY FOOD RATION/ TRANSFER BY ACTIVITY (g/person/day and US\$/person/day)				
Commodity Type	Food/Cash Dist'ns (Refugees and IDPs)	Prevent acute malnutrition (children 6-23 months)	Treatment of MAM (children 6-59 months)	Treatment of MAM (PLW)
Cereals	400	0	0	0
Pulses	100	0	0	0
Oil	25	0	0	20
Supercereal	50	0	0	250
Salt	5	0	0	0
Supercereal Plus	0	200	0	0
Plumpy'sup <sup>TM</sup>			92	0
Cash US\$/person/day <sup>13</sup>	0.40	0	0	0
<b>Total</b>	<b>580</b>	<b>200</b>	<b>92</b>	<b>270</b>
<b>Total kcal/day</b>	2190	788	500	1300
% Kcal from protein	12	17	10	13.8
% Kcal from fat	13	23	54	27.7
Number of feeding days per month	30	30	30	30

<sup>13</sup> This value corresponds to the average cash transfer of ongoing cash pilots and projects. It will be subject to change according to market conditions.

<b>TABLE 3: TOTAL FOOD/CASH REQUIREMENTS BY ACTIVITY</b>					
<b>Commodity Type</b>	<b>Targeted Food Distributions (Refugees and IDPs)</b>	<b>Cash &amp; Voucher Transfers (Refugees and IDPs)</b>	<b>Prevention of acute malnutrition (children 6-23 months)</b>	<b>Treatment of MAM (children 6-59 months and PLW)</b>	<b>Total (mt or US\$)</b>
Cereals	34,092				34,092
Pulses	8,523				8,523
Oil	2,131				2,131
Supercereal	4,261				4,261
Salt	426				426
Supercereal plus			1,598		1,598
Plumpy'sup <sup>TM</sup>				61	61
<b>Total (mt)</b>	<b>49,433</b>		<b>1,598</b>	<b>61</b>	<b>51,093</b>
<b>Cash (US\$)</b>		<b>8,640,000</b>			<b>8,640,000</b>

## IMPLEMENTATION ARRANGEMENTS

38. The EMOP will be managed by a regional team led by a coordinator based in WFP's regional bureau in Dakar. To provide oversight, coordination, and technical assistance in the implementation of EMOP activities, additional staff at the regional bureau will be required for programme, budget, C&V, and nutrition. WFP country offices will use staffing structures already in place under the regional response framework for the Sahel drought, which includes staff for refugee and IDP operations. However, given the expectation that refugee and IDP numbers will continue to increase, WFP has begun the process of recruiting additional staff to support the regional bureau and country offices for the duration of this EMOP.
39. A contingency and operational response plan with updated scenario and alternative options is being finalized. The assumptions made for food purchase will depend on crop season and food availability in the region and internationally; this EMOP provides flexibility to adjust as required. The commodities sourced from international purchases will enter the region through West African entry ports (Lome, Tema, Abidjan, Dakar and Nouakchott). Local and regional purchases will complement the international arrivals. WFP Special Operation 200402 will support the EMOP as well as the other WFP operations in the Sahel, providing logistics augmentation. WFP will use existing offices and transport/logistic networks to deliver assistance in the most effective way. Sub-offices have been opened to serve refugee populations in areas where there was previously no WFP presence (e.g. in Nema, Mauritania). Airlifts may be required in certain cases, mainly during the rainy season in areas where overland access to remote areas is not typically possible. WFP may use "tactical airlifts" to isolated areas in north Mali from Bamako, Niger, and other regional points.

40. In Mali, WFP will reach IDP populations through partnerships with United Nations agencies, Action Against Hunger, community committees, and other partners. WFP is negotiating alternative corridors and supply modalities to reach the occupied areas in Mali through cooperation with local NGOs, civil society organizations, community groups, religious leaders, and the private sector. Cross-border supplies from neighbouring Niger are also under consideration. Despite the temporary suspension of operations by international NGOs in the area, partnership arrangements are in place and the humanitarian community is ready to carry out relief activities as soon as conditions allow.
41. In Mauritania, Burkina Faso, and Niger, UNHCR will be WFP's primary operational partner for refugees. Food assistance will be provided through and in close collaboration with UNHCR and other partners.
42. Beneficiaries will be directly involved in the distribution of the food assistance through committees, where women will be encouraged to actively participate and take the lead when possible. Opportunities with partners will be explored to provide education and sensitization on topics related to food security, nutrition, hygiene, and gender.
43. Niger and Burkina Faso have brought both conditional and unconditional cash transfers to scale since 2009 through a range of partners and service providers. As of May 2012, WFP is piloting unconditional cash transfers in the Kayes and Koulikoro regions of Mali through an international NGO and a mobile telephone company. WFP country offices will base the choice of transfer modality on lessons learned, current best practices, previous experience, local market conditions, and security considerations. UNHCR and host governments will need to guarantee identification of refugees and IDPs as a pre-condition for cash transfers.

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## **PERFORMANCE MONITORING**

44. WFP will use monitoring and evaluation (M&E) systems in place for the Sahel drought crisis, tailored to this regional EMOP and based on the logical framework. The security situation in certain areas, particularly in Mauritania and Niger, may be a limiting factor for M&E, and as necessary and feasible, monitoring activities may be outsourced to international/national NGOs with capacity and appropriate track record.
45. To ensure harmonization of the M&E systems across the four countries, arrangements will be made at country level in consultation with UNHCR. Monitoring information on monthly distribution and stock reports will be provided by UNHCR's implementing partners, which will be verified against camp-level monitoring reports by WFP sub-offices. In Mauritania, WFP has established an "antenna" office in Nema with logistics and telecommunications to monitor the refugee operation. Markets will be monitored to detect any changes that may affect food transfers or cash transfers. Market monitoring activities currently exist in the four country offices in partnership with national market information systems. Beneficiary contact, on-site and post-

distribution monitoring will inform the country offices for implementation modalities, protection issues, and other process indicators.

46. Food commodity dispatches from the main hubs up to extended delivery points will be monitored through COMPAS (Commodity Movement, Processing and Analysis System). Cash transfers will be monitored according to the WFP's corporate financial and accounting procedures.
47. WFP food monitors will regularly check the condition of warehouses at the extended delivery points and monthly food distributions to beneficiaries. To enable wider and more extensive coverage, additional field staff may be recruited.
48. Nutrition surveys and joint assessment missions will be done by UNHCR, UNICEF, WFP, NGOs, and the national government agencies responsible for refugee assistance. WFP will share with UNHCR some of the costs incurred during the nutrition surveys.

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## **HAND-OVER STRATEGY**

49. This regional EMOP is designed to save lives and protect the nutritional status of Malian refugees and IDPs. As the political and security situation in Mali is still fluid, it is premature to define a handover strategy for this six-month operation. The EMOP will focus on strengthening national systems and creating conditions to reach the targeted populations. Vulnerability assessments of refugee and IDP populations, along with market assessments, partner reports, and government priorities, will inform WFP's strategy over the course of the operation, which may be extended in time as the situation necessitates. WFP will refine this EMOP as necessary, including the addition or removal of activities or populations, and the addition or removal of areas or countries of intervention.

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## **HAZARD / RISK ASSESSMENT AND PREPAREDNESS PLANNING**

### **Hazard and Risk Assessment**

50. *Contextual risks:* Cereal deficits at the national and regional levels, rising food and transport costs, exports bans and anticipated high demand by national governments could restrict WFP's ability to procure enough food in the region within the required timeframe. The security in the Sahel region is fragile and could deteriorate. In Mali, Mopti will be used as a hub for advanced humanitarian operations but is very close to the conflict and may be subject to attacks or incursions. The Malian government has increased its military presence to protect Mopti. Increased and protracted displacement of households fleeing Mali would result in additional needs. The increasing number of refugees places a heavy burden on an already fragile food security situation, which could lead to increased social-economic tensions with host communities. Fighting in northern Mali could possibly encourage elements such as *Al Qaida au Maghreb Islamique* (AQMI).

51. *Programmatic risks:* Access to refugees may incur serious risks in certain areas of Niger and Mauritania. Due to the very limited access to the northern Mali, WFP may be unable to reach targeted beneficiaries and monitor its activities directly; WFP will work with local NGOs and community organizations and third-party NGOs. An alternate operational framework specifically addressing the risks in the political and security situation in Mali will be deployed. For cash transfers, the main risks are inflation, market functionality and insecurity. WFP will strengthen the capacity and reliability of partners to manage existing food and cash-based programmes.
52. *Institutional risks:* WFP's internal capacity to adjust for movements of populations presents a challenge. This EMOP will use tools and allocate resources flexibly to enhance WFP's response capacity. Early mobilization of the additional resources will be critical to allow WFP to implement activities as planned. WFP has been communicating with donors locally and internationally in order to alert them to the situation and mobilize the required resources. The activation of internal advance funding mechanisms, including the forward purchasing facility, would mitigate the risk of late or inadequate funding during the first phases of this response. In the event of limited or late funding, the ration size for targeted food assistance may be reduced in order to reach all targeted beneficiaries

### **Preparedness Planning**

53. WFP offices introduced a refined emergency preparedness and response system, encompassing the operational contingency plan and the business continuity plan. WFP will continue to collaborate with national governments, Famine Early Warning Systems Network (FEWSNET), *Comité Inter-Etats de Lutte contre la Sécheresse au Sahel* (CILSS), and other partners to monitor the status of refugees, IDPs, and host populations, and provide early warning of further deterioration in the crisis. This EMOP could be adjusted through a budget revision to address additional refugees/displaced persons.

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## **SECURITY CONSIDERATIONS**

54. Mali faces an increasingly complex and geographically varied insecurity. AQMI and other terrorist-labelled groups are a considerable security threat in northern Mali, where foreigners have been kidnapped. Security has been further compromised by the occupation of northern regions by MNLA-backed rebels and other rebel forces. Furthermore, the situation in the capital also remains unstable following the *coup d'état* by elements of the Malian army and subsequent fighting between the military junta and the loyalist elements. In Niger, national armed forces have been attacked in Agadez, where, generally, the political security situation is unstable, and there is concern that *Boko Haram* factions could cross over from Nigeria. Mauritania also has security concerns, particularly in the area where refugees are settled.

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## RECOMMENDATION

The Executive Director and Director-General of FAO are requested to approve the proposed regional Emergency Operation 200438.

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## APPROVAL

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Ertharin Cousin  
Executive Director  
United Nations World Food Programme

Date: ... ..

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José Graziano da Silva  
Director-General  
Food and Agriculture Organization of the  
United Nations

Date:.....



## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>14</sup>	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	34,092	15,735,816	
Pulses	8,523	6,244,020	
Oil and fats	2,131	2,663,438	
Mixed and blended food	5,921	4,864,288	
Others	426	55,090	
<b>Total food</b>	<b>51,093</b>	<b>29,562,652</b>	
Cash/Voucher transfers		8,640,000	
Subtotal food and transfers			38,202,652
External transport			5,219,846
Landside transport, storage and handling			17,117,755
Other direct operational costs			5,978,258
Direct support costs <sup>15</sup> (see Annex I-B)			7,205,023
Total WFP direct costs			<b>73,723,534</b>
Indirect support costs (7 percent) <sup>16</sup>			5,160,647
<b>TOTAL WFP COSTS</b>			<b>78,884,181</b>

<sup>14</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>15</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

<sup>16</sup> The indirect support cost rate may be amended by the Board during the project.

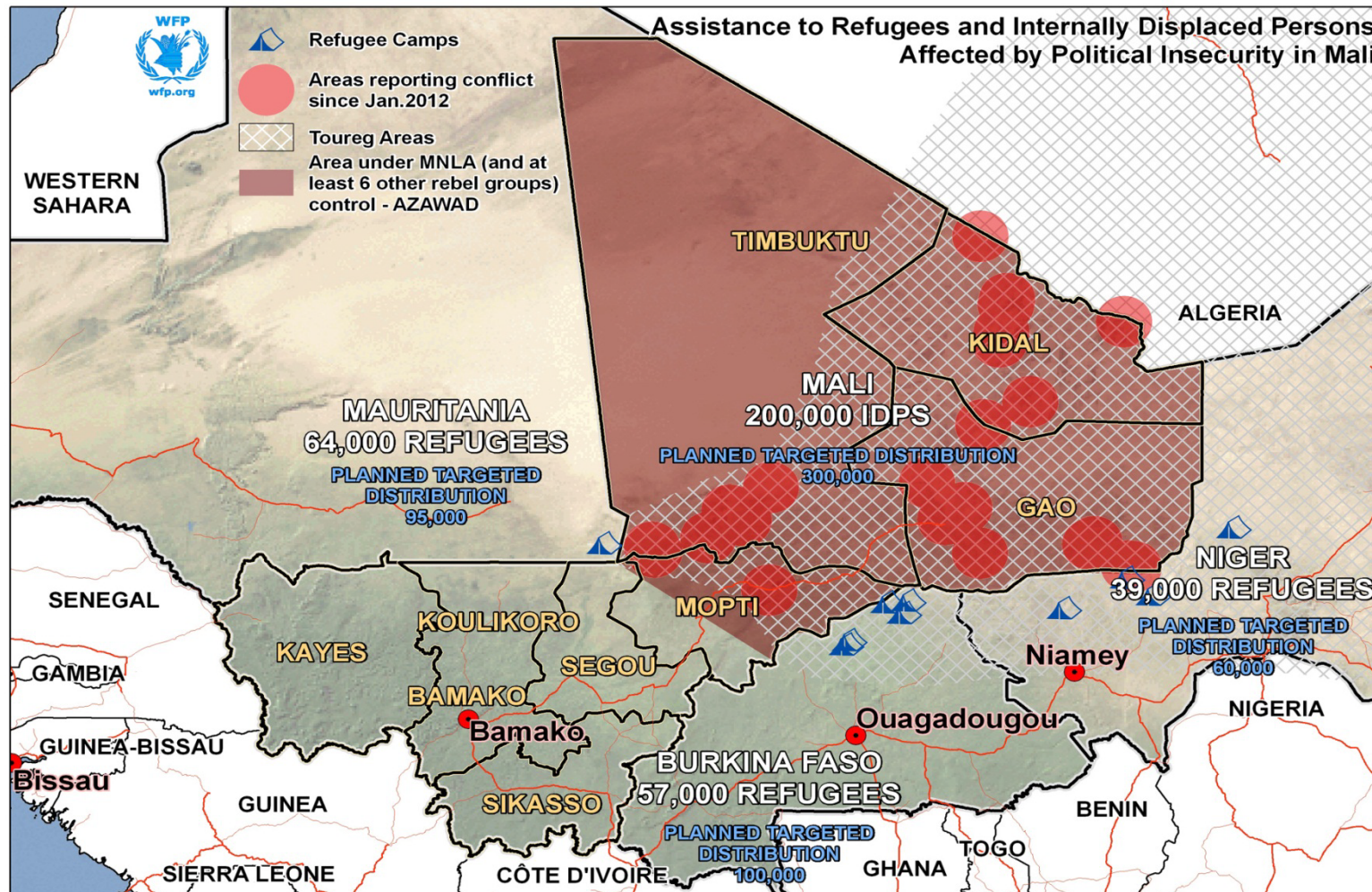
## ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
<b>Staff and staff-related costs</b>	
International professional staff	2,194,818
International general service staff	-
Local staff - national officers	-
Local staff - general service	324,604
Local staff - temporary assistance	567,750
Local staff – overtime	34,150
Hazard pay and hardship allowance	311,241
International consultants	122,896
Local consultants	-
Non staff HR: UNV	27,091
Commercial consultancy services	-
Staff duty travel	1,649,262
<b>Subtotal</b>	<b>5,231,812</b>
<b>Recurring expenses</b>	
Rental of facility	89,470
Utilities general	64,533
Office supplies and other consumables	136,428
Communications and IT services	265,900
Equipment repair and maintenance	90,000
Vehicle running cost and maintenance	367,000
Office set-up and repairs	189,862
United Nations organization services	39,500
<b>Subtotal</b>	<b>1,242,693</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	103,550
TC/IT equipment	420,969
Local security costs	206,000
<b>Subtotal</b>	<b>730,519</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>7,205,024</b>

## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions and Risks
<b>WFP Strategic Objective 1 : Save lives and protect livelihoods in emergencies</b>		
<b>Outcome 1</b> Improved food consumption over assistance period for targeted households	➤ Household food consumption <i>score</i> (Baseline and targets will be established during the first trimester of this operation)	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>➤ The operation receives adequate funding from donors and in time to procure/ship food in time</li> <li>➤ Government and partners assume their duties and responsibilities</li> </ul> <b>Risk:</b> <ul style="list-style-type: none"> <li>➤ Pipeline breaks</li> </ul>
<b>Output 1.1</b> Food and/or C&V distributed in sufficient quantity and quality to targeted women, men, boys and girls under secure conditions	<ul style="list-style-type: none"> <li>➤ Number of men, women, boys and girls receiving food, by gender and age group as % of planned figures</li> <li>➤ Tonnage of food distributed, by type, as % of planned distribution</li> <li>➤ Number of security incidents</li> <li>➤ Number of men, women, boys and girls receiving cash, by gender and age group as % of planned figures</li> <li>➤ Total amount of cash transferred to beneficiaries (US\$)</li> <li>➤ Number of women collecting Cash/vouchers</li> </ul>	
<b>Outcome 2</b> Stabilized levels of acute malnutrition in children 6-59 months old in targeted areas	<ul style="list-style-type: none"> <li>➤ Prevalence of acute malnutrition among children 6-59 months old in the targeted areas stabilized</li> <li>➤ Supplementary feeding performance indicators for children 6-59 months in areas targeted areas: <ul style="list-style-type: none"> <li>○ Default rate &lt;15%</li> <li>○ Death rate &lt;3%</li> <li>○ Recovery Rate &gt;75%</li> <li>○ Non-response rate: to be determined</li> </ul> </li> </ul>	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>➤ No major cereal production shortfall or disease outbreak</li> <li>➤ No major outbreak of disease and epidemics</li> <li>➤ Complementary WASH and nutrition activities provided by UNHCR and other agencies</li> </ul>
<b>Output 2.1</b> Food distributed in sufficient quantity and quality to targeted women, men, boys and girls under secure conditions	<ul style="list-style-type: none"> <li>➤ Number of men, women, boys and girls receiving supplementary food, by gender and age group as % of planned figures</li> <li>➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned distribution</li> <li>➤ Number of security incidents</li> </ul>	

### ANNEX III: MAP



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## LIST OF ACRONYMS USED IN THE DOCUMENT

AQMI	<i>Al-Qaïda au Maghreb Islamique</i>
BSF	blanket supplementary feeding
C&V	cash and voucher
CAP	Consolidated Appeal Process
CILSS	<i>Comité permanent inter-États de lutte contre la sécheresse dans le Sahel</i> - - Permanent Interstate Committee for Drought Control in the Sahel
COMPAS	Commodity Movement, Processing and Analysis System
ECHO	Humanitarian Aid and Civil Protection department of the European Commission
ECOWAS	Economic Community of West African States
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FEWSNET	Famine Early Warning System Network
GAM	global acute malnutrition
IDP	internally displaced person
LTSH	landside transport, storage and handling
M&E	monitoring and evaluation
MAM	moderate acute malnutrition
MDG	Millennium Development Goal
MNLA	<i>Mouvement National de Libération de l'Azawad</i>
MUAC	mid-upper arm circumference
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs (United Nations)
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
SAP	<i>Système d'Alerte Précoce</i> – early warning system
SMART	Standardized Monitoring and Assessment of Relief and Transitions
TFD	targeted food distributions
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNHAS	United Nations Humanitarian Air Services
UNHCR	Office of the United Nations High Commissioner for Refugees
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

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