

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
Annual Session**

Rome, 6–10 June 2011

PROJECTS FOR EXECUTIVE BOARD APPROVAL

Agenda item 10

For approval



Distribution: GENERAL
WFP/EB.A/2011/10-B/2

13 May 2011
ORIGINAL: ENGLISH

PROTRACTED RELIEF AND RECOVERY OPERATIONS— NIGER 200051

Saving Lives, Reducing Malnutrition and Protecting the Livelihoods of Vulnerable Populations

Number of beneficiaries	2,226,000
Duration of project	18 months (July 2011–December 2012)
WFP food tonnage	50,766 mt
Cost (United States dollars)	
WFP food cost	44,506,581
WFP cash/voucher cost	13,260,537
Total cost to WFP	100,625,385

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

NOTE TO THE EXECUTIVE BOARD



This document is submitted to the Executive Board for approval

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

Regional Director, ODD*: Mr T. Yanga tel.: 066513-2792

Senior Regional Programme Adviser, ODD: Ms P. Di Sirio <pasqualina.disirio@wfp.org>

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact Ms I. Carpitella, Administrative Assistant, Conference Servicing Unit (tel.: 066513-2645).

* Regional Bureau Dakar (West Africa)

EXECUTIVE SUMMARY

Despite the emergency response to the 2009/10 food and nutritional crisis and exceptionally good harvests and pastures for 2011, poor communities are still vulnerable. Shocks in recent years have depleted household assets and eroded their capacity to restore livelihoods.

In the past five years prevalence of acute malnutrition has been “serious” to “critical”, with peaks during the April–October lean season. The nutritional survey in October 2010 showed that the rate of global acute malnutrition was 15.5 percent, compared with 16.7 percent in June 2010, which confirmed the needs to continue emergency nutrition interventions and address the structural causes of malnutrition.

WFP’s strategy is based on recommendations arising from stakeholders’ responses, a programme formulation mission, a review by the nutrition cluster of the 2010 relief response and a nutrition-support mission.

Protracted relief and recovery operation 200051 has the following objectives:

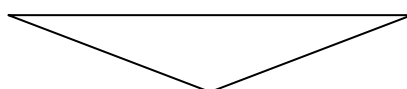
- reduce the level of acute malnutrition among children under 5 and pregnant and lactating women in targeted emergency-affected populations, focusing on the 1,000-day window of opportunity from the womb to 2 years of age (Strategic Objective 1);
- improve food consumption among populations whose food and nutrition security has been affected by drought or floods (Strategic Objective 1); and
- restore and rebuild livelihoods in post-disaster situations (Strategic Objective 3).

The operation will give priority to the first 1,000 days from the womb to 2 years of age, a window of opportunity to address inadequate nutrition to prevent it from having life-long negative consequences. It will provide targeted supplementary feeding for moderately acutely malnourished children aged 6–59 months and pregnant and lactating women, and will continue blanket feeding for children aged 6–23 months and breastfeeding women to prevent malnutrition. It includes unconditional targeted food assistance for the most vulnerable households during the lean season.

Vulnerable households in remote food-insecure areas with inadequate markets will benefit from food-for-work schemes; cash-for-work schemes will be implemented in areas with functioning markets.

The strategy is in line with the Government's priorities in the Accelerated Development and Poverty Reduction Strategy 2008–2012,¹ the Rural Development Strategy and the Health Development Strategy. The operation will also contribute to Millennium Development Goals 1, 4 and 5, and will complement the resources and capacity of government food-security institutions.

DRAFT DECISION*



The Board approves the proposed protracted relief and recovery operation Niger 200051 “Saving Lives, Reducing Malnutrition and Protecting the Livelihoods of Vulnerable Populations” (WFP/EB.A/2011/10-B/2).

¹ Republic of Niger. 2007. *Stratégie de développement accéléré et de la réduction de la pauvreté 2008–2012*. Niamey, International Monetary Fund.

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

SITUATION ANALYSIS AND SCENARIO

Context

1. Niger is a landlocked country in the Sahara–Sahel belt with a population of 15.8 million; it ranks 167th of 169 countries in the 2010 human development index. Periodic droughts, locust infestations and floods, which significantly reduce agricultural production, resulted in high food insecurity and malnutrition in 1973/74, 1984, 2005 and 2010. Widespread land degradation and poor economic infrastructure also exacerbate vulnerability to food shortages.
2. In the 2010 food and nutrition crisis the cereal deficit was 410,000 mt; in cereal markets prices were 20 percent to 28 percent higher than the five-year average.² Surveys indicated that the national average global acute malnutrition (GAM) rate was above the World Health Organization (WHO) 15 percent “critical” threshold.³
3. Since the establishment of a transition government in early 2010, humanitarian interventions have been carried out in a more favourable political environment: humanitarian issues are a priority and there is a window of opportunity for cooperation to address food security and nutrition. The presidential elections in January and March 2011 were peaceful, and the Government that took office in April 2011 is expected to be fully operational by June.
4. The security situation in the north has been deteriorating since early 2007, and insecurity – landmine incidents, banditry and abductions – has spread to other parts of the country. Threats of abduction of international staff have increased recently, leading to more stringent United Nations security measures.

The Food Security and Nutrition Situation

5. Niger faces two challenges in guaranteeing food security and sufficient incomes: i) population growth is among the highest in the world at 3.9 percent per year, with an average fertility rate of seven births per woman;⁴ and ii) the economy, dominated by subsistence agriculture and animal husbandry, depends on erratic rainfall and seriously degraded land.
6. Food insecurity is most severe during the lean season from March/April to September/October, when households exhaust their food stocks and when natural disasters occur. More frequent droughts and floods are expected to affect larger numbers of people in the coming years.
7. In the 2009/10 agricultural season, drought caused a 31 percent shortfall in cereal production and a 67 percent shortfall in fodder production; 7.1 million people were affected by food insecurity, of whom 3.3 million experienced severe food insecurity. A response analysis workshop⁵ in Niamey in October 2010 indicated that the start of the food

² Ministry of Agriculture. 2010. *Final Crop Assessment Results, 2010*. Niamey.

³ *Institut nationale de la statistique* (National Institute of Statistics). 2010. *L'enquête sur la nutrition des enfants de 6 à 59 mois*. Niamey.

⁴ United Nations Development Programme. 2010. *Human Development Report*. New York.

⁵ Response Analysis Project. 2010. *Niger - Consultation sur l'analyse de la situation alimentaire et nutritionnelle et les options de réponse*. Niamey.

crisis was more severe in 2010 than in 2005, with a higher proportion of households experiencing “poor” or “borderline” food consumption.

8. WFP’s analysis of shocks and vulnerability in the last ten years⁶ shows that 16 of the 36 pastoral and agro-pastoral departments were moderately or severely affected by shocks such as the 2010 food and nutrition crisis: Ouallam, Tillabéri, Tchintabaraden, Abalak, Keita, Bouza, Dakoro, Tanout, N’Guigmi, Maine Soroa, Diffa, Tchirozérine, Téra, Filingué, Illéla and Arlit.
9. Overall food security has significantly improved since November 2010, however, following an exceptionally good harvest. A survey led by the Ministry of Agriculture estimated cereal production at 5.6 million mt, an increase of 62 percent compared with 2009 and 42 percent above the five-year average.⁷ Niger’s cereal surplus is estimated at 1.5 million mt, which is unprecedented in the last 20 years. Cash crops such as cowpea and groundnut also had exceptional harvests.
10. Recent trends in food prices have followed seasonal variations. In November/December 2010 cereal prices were low, reflecting increased production; since January/February 2011 prices have slowly risen, reflecting increased demand from institutional purchases and the reconstitution of stocks.
11. Despite improved food security, households affected by the 2010 crisis and previous shocks remain highly vulnerable. WFP’s analysis shows that recurrent shocks have depleted households’ assets and their ability to rely on social networks, which has eroded their capacity to restore livelihoods. The debts incurred by food-insecure households during the 2010 crisis now need to be repaid at high interest rates; the surplus from the 2010 season will largely be used to repay them. Food stocks are expected to be exhausted early in the lean season.
12. Vulnerable households that have exhausted their traditional coping capacities are forced to migrate – especially able-bodied men – contract high-interest loans, or depend on assistance from neighbours, state organizations and non-governmental organizations (NGOs). The households most affected by food and nutrition insecurity are those headed by women or an illiterate person, and those with a high dependency ratio.
13. Since 2005, nationwide surveys have indicated that nutrition levels among children under 5, particularly those aged 6–23 months, remain “serious” to “critical”. The Standardized Monitoring and Assessment of Relief and Transitions (SMART) survey in October 2010 showed a national GAM rate of 15.5 percent, compared with 16.7 percent in June 2010 and 12.5 percent in June 2009; this is considered “critical” by WHO. These findings confirm the need to continue emergency nutrition interventions and address the structural causes of malnutrition.³ Six out of eight surveys in Zinder, four out of eight in Diffa and three out of eight in Maradi and Tahoua showed GAM levels consistently above 15 percent since 2005. The high mortality rate for children under 5 is also a concern: the national average was estimated at 2.1 deaths per 10,000 per day in October 2010. Chronic malnutrition is 47 percent nationwide, but it varies by region: the highest rate is 59 percent in Maradi; Zinder, Dosso, Tahoua and Tillabéri have rates above 40 percent.

⁶ WFP. 2010. *Chocs et vulnérabilité au Niger, analyse des données secondaires*. Niamey.

⁷ Ministry of Agriculture. 2011. *Résultats de l’évaluation provisoire de la campagne agro-pastorale*. Niamey.

Scenarios

14. Protracted relief and recovery operation (PRRO) 200051 is based on the assumptions that: i) food security remains stable until the next harvest in September/October 2011; ii) local food prices are not expected to increase dramatically during the implementation period; and iii) there will be no further deterioration of nutrition among children under 2.
15. Even in years with good harvests, 10 percent of the population are food-insecure and require assistance. GAM prevalence is expected to remain above 10 percent and may reach 15 percent in Diffa, Zinder and Maradi. WFP should therefore continue its food security and nutrition interventions in the most vulnerable areas.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

16. The *Stratégie de développement accéléré et de la réduction de la pauvreté* for 2008-2012 (SDARP; Accelerated Development and Poverty Reduction Strategy) provides the government policy framework with regard to PRRO 200051. The *Stratégie de développement rural* (SDR; Rural Development Strategy) (2003–2015), which is based on SDARP, is the operational framework for the rural sector.
17. The Annual Health Plan is developed on the basis of the National Nutrition Action Plan for 2007–2015. The national protocol for the treatment of acute malnutrition will be revised in 2011 to include new nutritional products such as enriched corn-soya blend (CSB++), supplementary Plumpy® and Plumpy'doz® and to use mid-upper arm circumference for admission to feeding programmes.
18. The Government maintains a stock of cash and cereals; the *Office des produits vivriers du Niger* (the National Food Products Board of Niger) (OPVN) manages warehouses and trucks.⁸ The reserves can be used to respond to food crises through the *cellules crises alimentaires* (food crisis cells), which are responsible for the coordination of relief activities.
19. The *Dispositif national de prévention et de gestion des crises alimentaires* (DNPGCA; National Mechanism for Prevention and Management of Food Crises), which is composed of the Government and food aid donors, is responsible for the prevention and management of food crises. Under DNPGCA, the national early-warning system monitors food security and warns of impending crises. The Government has established information systems on cereal and livestock prices.

⁸ WFP augments the procurement and storage capacity of the *Office des produits vivriers du Niger* with shared expertise, training and logistics assistance.

20. Annual vulnerability surveys under the early-warning system determine the departments and communes where food-insecure people will need assistance, and their number. On the basis of the latest early-warning system assessment, DNP-GCA launched the 2011 support plan to mitigate the impact of the lean season for 2.6 million severely food-insecure people in Zinder, Tahoua, Maradi and Tillabéry.⁹ The support plan is used by humanitarian organizations as a framework for interventions. The 2011 plan recommends: i) cash for work (CFW) and other types of cash transfer to increase household incomes in agricultural and agro-pastoral areas; ii) food for work (FFW) in non-agricultural areas with poor food availability; and iii) targeted food distributions.

Policies, Capacities and Actions of other Major Actors

21. To address GAM, the United Nations Children's Fund (UNICEF) will provide therapeutic food for severely malnourished children; WFP will provide supplementary food for prevention and treatment of moderate acute malnutrition. UNICEF and WFP will cooperate to support government capacity development in nutrition interventions, coordination and data collection. The World Bank supports the Government's cash transfer activities; the Food and Agriculture Organization of the United Nations promotes the development of intensive agriculture and herding and provides improved seeds, fodder and fertilizers. Several NGOs implement nutrition and food-security activities.

Coordination

22. The main forum for discussion of food security interventions and coordination of relief responses is DNP-GCA. The *Commission mixte de concertation* (Joint Consultative Commission) of government and donor representatives coordinates at the policy level; technical aspects are handled by the *Comité restreint de concertation* (Select Consultative Committee). Various groups dealing with nutrition, agriculture, herding and cash programming hold regular meetings. WFP is a partner in all these forums.

OBJECTIVES OF WFP ASSISTANCE

23. The objectives of PRRO 200051 are to:
- reduce the level of acute malnutrition among children under 5 and pregnant and lactating women in targeted emergency-affected populations, focusing on the 1,000-day window of opportunity from the womb to 2 years of age (Strategic Objective 1);
 - improve food consumption among populations whose food and nutrition security has been affected by drought or floods (Strategic Objective 1); and
 - restore and rebuild livelihoods in post-disaster situations (Strategic Objective 3).
24. A secondary objective is to protect livelihoods and reinforce the capacity of vulnerable populations to cope with shocks (Strategic Objective 2).
25. The operation is in line with the priorities of SDARP 2008–2012,¹⁰ the SDR and the *Stratégie de développement sanitaire* (Health Development Strategy). It contributes to Millennium Development Goals 1, 4 and 5.

⁹ DNP-GCA. 2011. *Plan national de soutien aux populations vulnérables*. Niamey.

¹⁰ Republic of Niger. 2007. *Stratégie de développement accéléré et de la réduction de la pauvreté 2008–2012*. Niamey, International Monetary Fund.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

26. In 2010 WFP responded to the early signs of crisis by scaling up PRRO 106110 through budget revisions, but in view of the scale of deterioration of food security and nutrition it launched an emergency operation (EMOP) in August for 5.8 million beneficiaries.
27. WFP supported targeted supplementary feeding for malnourished children aged 6-59 months and pregnant and lactating women, expanded blanket supplementary feeding and a family ration to prevent further malnutrition among children aged 6–23 months and provided targeted food distributions during the peak of the lean season for severely food-insecure households.
28. To protect livelihoods and support recovery, WFP introduced FFW and CFW schemes. A CFW project was piloted in Ouallam district in Tillabéry in partnership with Catholic Relief Services with a view to scaling up cash activities under PRRO 200051. An evaluation in February 2011 found that cash transfers enabled households to meet their food needs, reduced migration for work and helped to reconstitute livestock.¹¹ The evaluation indicated that larger markets were integrated, competitive and capable of responding to increased cereal demand; a review of small markets was needed before introducing cash-based schemes, especially during lean seasons.
29. WFP's country programme (2009–2013) targets 1.2 million beneficiaries with 53,000 mt of food in activities for rural development, school feeding and nutritional support for food-insecure people living with HIV and tuberculosis patients; it also supports the Government in achieving the Millennium Development Goals. The country programme and PRRO target the most food-insecure departments with complementary activities; there is no overlap of beneficiaries.
30. A WFP United Nations Humanitarian Air Service (UNHAS) provides air transport of passengers and cargo, along with medical and security evacuations, for United Nations agencies, NGOs, diplomatic missions and donors, serving six destinations in Niger.

Strategy Outline

31. The strategy of PRRO 200051 reflects a response analysis workshop held in October 2010 in Niamey attended by WFP, the Government, donors and NGO partners. It also reflects recommendations from a programme formulation mission,¹² the nutrition cluster review in December 2010 and a nutrition support mission.
32. Under the relief component, WFP will implement interventions to prevent and treat undernutrition, with priority given to the first 1,000 days from the womb to 2 years of age to ensure that essential nutrients are provided during this critical period. Benefits are expected in terms of physical and cognitive growth and reduced morbidity. WFP will seek to prevent malnutrition through blanket feeding for children aged 6–23 months and women breastfeeding infants under 6 months. WFP will provide targeted supplementary feeding for pregnant and lactating women and for children with moderate acute malnutrition, and will provide unconditional targeted food assistance in the form of food or cash to the most

¹¹ WFP assessment mission of the Ouallam CFW pilot project, March 2011.

¹² WFP. 2010. *Niger PRRO: Logic of Intervention*. Niamey.

vulnerable populations during the lean season. The early-recovery component will assist vulnerable households through FFW or CFW to increase resilience and protect livelihoods.

33. The decision on using food or cash for relief and recovery will be based on the comparative advantages of the transfer modalities, taking into consideration the following:
- food availability and accessibility in the targeted areas, which vary according to season; CFW is expected to be appropriate from the harvest to the start of the lean season;
 - market conditions;
 - beneficiary preferences;
 - cost-efficiency of cash compared with food transfers;
 - micro-finance institutions (MFIs) or cash-distribution infrastructure; and
 - security conditions.

Relief

34. To prevent acute malnutrition during the April–September lean season, WFP will provide a blanket supplementary feeding (BSF) ration for children aged 6–23 months and women breastfeeding infants under 6 months. BSF will be implemented in areas identified as vulnerable by the early-warning system.
35. Targeted supplementary feeding (TSF) will be used to treat moderately acute malnourished children aged 6–59 months and pregnant and lactating women at 800 supplementary feeding centres. The duration of assistance will not exceed 90 days for children. Pregnant and lactating women will be admitted as soon as identified as malnourished, preferably during the first trimester of pregnancy, and will remain in treatment until six months after delivery.
36. Rations for caregivers will be provided for people accompanying children with severe acute malnutrition who are in-patients at therapeutic feeding centres with a view to reducing drop-outs.
37. Targeted food assistance (TFA) will consist of unconditional cash or food transfers for severely food-insecure households for three months during the July–September peak of the lean season. It will be implemented in areas identified by the early-warning system as highly vulnerable and in areas where BSF is undertaken to limit sharing of the nutritious ration for children. Cash transfers will be implemented in areas with adequate cash distribution infrastructure and market systems that can respond to cash injections without significant increases in food prices. Beneficiary preferences will be taken into account.

Early recovery

38. Schemes using CFW and FFW will contribute to restoring and rebuilding lives and livelihoods in post-disaster situations. They were recommended by the 2011 support plan during the months preceding the lean season and are now part of the Government's strategy for addressing rural food insecurity and improving agricultural infrastructure. The Government has established the relevant work standards.

39. The schemes will be implemented in two phases:
- In November and December activities will be carried out in pastoral livelihood zones to preserve pastures, for example by opening fire-breaks. The incentives will enable the most vulnerable households to minimize sales of productive assets and to purchase food at low prices.
 - From February to May activities will target departments classified by the early-warning system as severely affected by the 2010 crisis and recurrent vulnerability; CFW and FFW schemes will enable beneficiaries to resume agricultural activities and improve their food consumption and will support dune fixing, moisture conservation and the building of disaster-mitigation assets.

Hand-Over Strategy

40. During PRRO 200051, WFP will work with partners and the Government to integrate the treatment of malnutrition into health structures and with DNP-GCA and development partners to reinforce the Government's response capacity in livelihood protection and community resilience. WFP will continue to enhance its capacities in vulnerability analysis and mapping, monitoring and evaluation (M&E) and nutrition, especially in support of DNP-GCA, and will provide technical support for the early-warning system to ensure that data are used effectively.¹³ WFP has expressed its willingness to increase its technical assistance for OPVN.
41. WFP will continue to monitor data on agriculture, nutrition and markets to determine adjustments to PRRO 200051 and decide on the nature of follow-on activities. It will also help to enhance the capacities of private institutions such as financial organizations that will use the new cash-delivery mechanisms. The Cash Learning Partnership provides opportunities for WFP, financial partners and NGOs to increase knowledge of cash transfers.

¹³ WFP provides logistics and technical support for regional and departmental DNP-GCA committees for monitoring crop seasons, markets, food security and nutrition and for relief activities.

BENEFICIARIES AND TARGETING

42. The PRRO 200051 is expected to reach 2.2 million beneficiaries over 18 months (see Table 1).

TABLE 1: BENEFICIARIES BY ACTIVITY			
Activity	2011 (July-Dec)	2012 (Jan-Dec)	Total
Relief			
BSF: children 6–23 months	470 000	334 823	804 823
BSF: lactating women	30 000	21 370	51 370
TSF: malnourished children 6–59 months	300 000	500 000	800 000
TSF: pregnant and lactating women	50 000	100 000	150 000
Caregivers' ration	13 500	27 000	40 500
TFA: food transfers	64 782	47 453	112 235
TFA: cash transfers	217 001	172 121	389 122
Early recovery			
FFW	119 000	216 664	335 664
CFW	8 400	172 823	181 223
TOTAL	1 272 683	1 592 254	2 864 937
Adjusted total ¹⁴	1 152 812	1 474 541	2 226 358

43. The activity involving BSF will benefit children aged 6–23 months and women breastfeeding children under 6 months, irrespective of nutritional status, in areas identified by the early-warning system as vulnerable that have GAM rates above 15 percent or 10-14 percent with aggravating factors. On the basis of the October 2010 SMART survey, WFP plans to reach 500,000 children in 2011. Geographic targeting and beneficiary planning figures will be reviewed following a nutrition survey in May or June 2011.

44. Targeted supplementary feeding will be implemented throughout the country. Entry and exit criteria will be in line with the national protocol for the treatment of malnutrition.¹⁵ Identification of malnourished children and pregnant and lactating women will take place during registration for BSF and during food distributions. Nutritional screening by UNICEF and NGO partners will increase geographical coverage. The number of beneficiaries was calculated on the basis of the prevalence of moderate acute malnutrition in the June 2010 SMART survey and the 2006 Demographic Health Survey.

45. For the caregiver activity, the number of caregivers was estimated on the assumption that 15 percent of severely malnourished children would have complications and be admitted to therapeutic feeding centres.

¹⁴ The total number of beneficiaries was adjusted downwards to avoid double-counting of beneficiaries assisted through more than one activity during a given year. The adjusted total is based on 22.3 percent overlap from one year to another.

¹⁵ Admission criteria for children aged 6–59 months are weight-for-height above or equal to -3 z-score and below -2 z-score, and absence of bilateral oedema. The discharge criterion is weight-for-height equal or above -2 z score. Pregnant women with mid-upper arm circumference less than 230 mm will be admitted to TSF and will continue to receive supplementary feeding for six months after delivery.

46. This TFA modality, with food or cash transfers, will be implemented in departments classified by the early-warning system as severely and moderately affected by the 2010 drought and recurrent vulnerability – very vulnerable for at least five years, and extremely vulnerable for at least one year. The targeted departments are in Tillabéri, Tahoua, Maradi, Tanout, Diffa and Agadez.¹⁶ In normal years, 500,000 people require targeted food assistance; WFP assists half of them, the Government the remainder. Beneficiary planning figures are based on the number of severely affected people in the 2010 early-warning system survey and a review of previous shocks and related vulnerabilities. Figures will be updated using early-warning system annual surveys. Beneficiaries will be targeted on the basis of agreed vulnerability criteria.¹⁷
47. The FFW and CFW schemes will target vulnerable communities in agricultural, agro-pastoral and pastoral zones identified in collaboration with DNP/GCA on the basis of early-warning system annual surveys. The availability of technical and managerial capacities to implement resilience-building interventions will be taken into consideration. FFW and CFW participants will be selected by NGO partners under WFP supervision, in consultation with communities. Labour-constrained households such as households headed by women with young children will be identified at the village level. WFP and partners will identify less labour-intensive activities or alternative schemes such that these households receive WFP assistance.

¹⁶ Severely affected departments: Ouallam, Tillabéri, Tchintabaraden, Abalak, Keita, Bouza, Dakoro, Tanout, N'Guigmi, Maine Soroa, Diffa, Tchirozérine. Moderately affected departments: Téra, Filingué, Illéla, Arlit.

¹⁷ Targeting criteria are jointly established by the Government and WFP in April/May each year. In 2010, the following criteria were retained: i) households headed by women with numerous dependants; ii) households without cereal stocks; iii) households with precarious revenues; iv) households adopting negative and unsustainable coping strategies; and v) indebted households.

NUTRITIONAL CONSIDERATIONS AND RATIONS; VALUE OF CASH TRANSFERS

48. Ration sizes and nutritional content are presented in Table 2.

Food type/cash	BSF		TSF: children 6-59 months		TSF: pregnant and lactating women*	Care-givers	TFA*		FFW*	CFW*
							Food	Cash		
Cereals	-	-	-	-	-	350	500	-	500	-
Pulses	-	-	-	-	-	60	100	-	100	-
Vegetable oil	-	-	-	-	25	20	20	-	20	-
CSB++	200	-	200	-	-	-	-	-	-	-
CSB	-	-	-	-	250	100	-	-	-	-
Plumpy'doz®	-	46.3	-	-	-	-	-	-	-	-
Supp. Plumpy®	-	-	-	92	-	-	-	-	-	-
Cash (US\$)	-	-	-	-	-	-	-	0.238	-	0.285
TOTAL	200	46.3	200	92	275	530	620	0.238	620	0.285
Total kcal/day	840	247	840	500	1 171	2 003	2 262	-	2 262	-
% kcal protein	16	13	16	13	12	13	12.4	-	12.4	-
% kcal fat	9	35	9	35	30	18	16.4	-	16.4	-
No of days	180		90		270	21	90	90	90	60/120 ¹⁸

* Beneficiaries will receive a ration for a family of seven.

49. Rations for nutrition interventions are designed to ensure that foods are appropriate for each age group. Children aged 6–23 months assisted under BSF will receive CSB++. In view of the low production capacity for CSB++, however, some Plumpy'doz® may be needed: this will be distributed where WFP implements TFA during the lean season; CSB++ will be used in other departments. The TSF ration for children aged 6–59 months will be CSB++ or supplementary Plumpy®; the ration for lactating women will be CSB and vegetable oil. Caregivers will receive full rations while the severely malnourished children are being treated in therapeutic feeding centres.

50. Participants in CFW will be employed for a maximum of 25 days per month, receiving 1,000 West African francs (XOF) per day (US\$2) in line with the FFW ration and the rates of the food crisis cells.

51. The transfer value for households receiving cash-based targeted food assistance was established at XOF25,000 (US\$50) per month, in line with cash interventions implemented by United Nations and NGO partners; this is 83 percent of the monetary value of the in-kind food ration on the basis of food prices during lean seasons. If food prices increase, the transfer value will be reviewed in consultation with partners.

¹⁸ CFW implemented in November and December will last 60 days; CFW implemented between February and May will last 120 days.

52. Table 3 shows food and cash requirements by activity.

TABLE 3: FOOD/CASH REQUIREMENTS BY ACTIVITY TYPE				
Cash requirements (US\$)				
	Cash and voucher	2011 (July–Dec)	2012 (Jan–Dec)	Total
CFW	Cash	120 000	4 802 187	4 922 187
TFA	Cash	4 650 000	3 688 350	8 338 350
Total cash		4 770 000	8 490 537	13 260 537
Food requirements (mt)				
	Food type	2011 (July–Dec)	2012 (Jan–Dec)	Total
BSF	CSB++, Plumpy'doz®	6 000	10 138	16 138
TSF: children 6-59 months	Supp. Plumpy®, CSB++	2 832	4 720	7 552
TSF: pregnant and lactating women	CSB, vegetable oil	2 475	4 950	7 425
Caregivers' ration	Cereals, pulses, vegetable oil, CSB	150	301	451
TFA	Cereals, pulses, vegetable oil	3 615	2 648	6 263
FFW	Cereals, pulses, vegetable oil	3 689	9 248	12 937
TOTAL FOOD		18 761	32 005	50 766

IMPLEMENTATION ARRANGEMENTS

Partners

53. The TSF component will be implemented in partnership with government health structures and NGOs. WFP will provide technical and financial support for the revision of the national protocol for the management of malnutrition and will provide training in food management and handling for government counterparts with partnership agreements with WFP for implementing TSF.

54. Implementation of CFW and FFW will be carried out by MFIs and NGOs. Partnerships with NGOs will be based on field-level agreements; WFP's standard contract for financial services will be used to contract MFIs.

Logistics

55. Food will be transported from WFP warehouses to partners' warehouses or distribution points mainly by commercial trucks. Storage and transport capacity was enhanced under a special operation to augment logistics capacity. The Commodity Movement Processing and Analysis System is based in Niamey.

Procurement

56. About 80 percent of the blended food, vegetable oil, pulses and cereals will be procured on international markets. The main entry port will remain Cotonou in Benin, with Lomé in Togo and Tema in Ghana as alternatives in times of congestion. Purchases will be made locally and regionally.

Cash Transfers

57. Five rural financial institutions were found to be stable and efficient in a preliminary financial risk analysis in September 2010.¹⁹ Contracts will be given to low-risk MFIs offering the best solutions and fees in relation to coverage and service.

58. Under the 2010/11 EMOP, WFP distributed cash using numbered coupons linked to the beneficiary name in the cash-distribution list. This process was effective, but WFP is exploring alternatives such as plastic cards containing memory chips with a monetary value. This system is being piloted under the EMOP; if successful it will be scaled up under PRRO 200051.

59. Cash will be delivered by MFIs using WFP's financial procedures. WFP will transfer cash to the MFIs, who will transport and distribute it according to the list provided by the NGO and validated by WFP. Beneficiaries' fingerprints will confirm receipt of the cash. Technical aspects related to awareness, beneficiary identification, supervision of community work, organization at cash-distribution points and post-distribution monitoring will be undertaken by NGOs in collaboration with WFP and local authorities.

60. Security risks for beneficiaries are minimal, but cash-based interventions involve risks of robbery, corruption and diversion. To minimize such risks, security arrangements will be put in place with cooperating partners before implementation; a WFP security officer will ensure that security standards are followed. Financial institutions will use their own procedures, which set a daily limit for cash transfer of XOF5 million (US\$10,000). Cash payments will be made in safe areas agreed by cooperating partners, beneficiaries and local authorities. All stakeholders involved will be present at the moment of payment to guarantee transparency. A complaints committee of community members will be established at each site.

PERFORMANCE MONITORING

61. Performance monitoring will be based on a results-based management and M&E system. An M&E officer will oversee WFP's field monitoring in sub-offices in Diffa, Maradi, Niamey, Tahoua and Zinder and train staff in cash transfer monitoring.

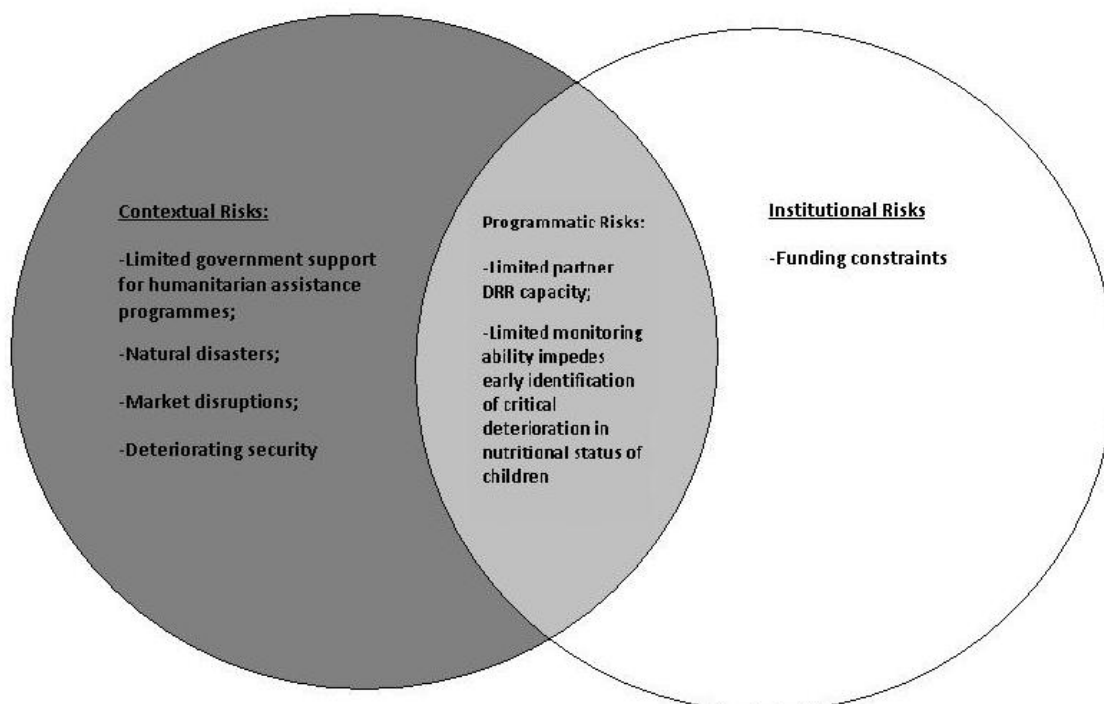
62. The schedules ensure regular on-site and post-distribution monitoring; a database has been developed to process reports. WFP and monitors of the *Institut national de la statistique* will use personal digital devices with global positioning system access to save time and cost, reduce errors, facilitate rapid data analysis and mapping of surveyed households, provide exact times and locations of interviews and map areas targeted for CFW. Before-and-after photographs of community works will verify changes.

¹⁹ ASUSU-Cii GABA, KOKARI, MECREF, TAANADI and YARDA-Zinder. These institutions are registered with the Microfinance Regulation Agency of the Ministry of Economy and Finance.

63. The food consumption score, the coping strategy index, cash utilization and nutritional status will be assessed before and after interventions for impact analysis. Analysis will also enable a comparison between food and cash groups before and after CFW and FFW interventions.
64. A self-evaluation of PRRO 200015 will be carried out with local stakeholders after 12 months of implementation.

RISK ASSESSMENT AND CONTINGENCY PLANNING

65. Risks that could affect implementation of PRRO 200051 are outlined in the graphic and discussed below.



Contextual risks

66. It is vital that the Government, which took office in April 2011, continue the support for aid agencies that characterized its military-backed predecessor, whose transparency facilitated a substantial assistance programme from mid-2010 that prevented a drought from degenerating into a famine. WFP and other stakeholders will work with the Government to ensure that hunger and malnutrition are prioritized in policies and strategies.
67. In view of the chronic food insecurity and malnutrition in Niger and the high probability of drought and flooding, a natural disaster during PRRO 200051 could undermine domestic food production and threaten lives and livelihoods on a large scale. On the basis of lessons learned from the 2009–2010 drought, WFP will monitor developments through its emergency preparedness and response framework and contribute to inter-agency contingency planning using early-warning systems to identify and address slow-onset and rapid-onset crises.

68. Seasonal fluctuations in food prices – a prominent feature of previous crises – can make it difficult for the Government, WFP and others to ensure that vulnerable groups in chronically food-insecure regions are adequately nourished. WFP is increasing its collaboration with partners such as the *Comité permanent Inter-Etats de lutte contre la Sécheresse dans le Sahel* (Permanent Inter-State Committee for Drought Control in the Sahel), Agrhymet, the Famine Early-Warning Systems Network and the national early-warning system in monitoring food availability, prices and market trends with a view to detecting warning signs as early as possible and implementing remedial measures. If the lean season is harsher than anticipated and prices rise to high levels, WFP will consider an upward revision of the PRRO budget and advise donors accordingly.
69. The security situation remains a major concern – acts of terrorism, kidnapping and banditry continue – and could deteriorate. The security measures put in place over the past 12 months must be strictly adhered to, and additional precautions taken as appropriate.

Programmatic Risks

70. An assessment of constraints to the capacities of partner organizations in emergency preparedness and disaster risk reduction will be undertaken by WFP and the International Food Policy Research Institute; training is envisaged to close any gaps identified. Disaster risk reduction is being mainstreamed into all activities of PRRO 200051.
71. WFP, UNICEF and other partners will continue to track nutritional indicators to detect any change in the nutritional status of young children. Annex II gives an overview of the anticipated M&E approach.

Institutional Risks

72. Inadequate or late funding could cause pipeline breaks and compromise WFP's ability to implement PRRO 200051, thereby aggravating hunger and malnutrition. This risk will be mitigated through communication with donors about needs and shortfalls, and by activation of WFP's advance financing mechanism and the work of the Strategic Resource Allocation Committee.

SECURITY CONSIDERATIONS

73. WFP's offices comply with the minimum operating security standards and minimum security telecommunications standards; security plans are updated regularly.
74. In January 2010, Agadez, northern Tahoua and Tillabéry regions were reclassified to security level 3; the rest of the country is at security level 2. A Touareg rebellion is ongoing in Agadez; the situation is calming, but banditry remains a threat.
75. The main threat for WFP operations is the increasing terrorist threat in the Sahel, especially in western Niger: kidnapping of foreigners and attacks against the armed forces are increasing and access to the departments of Ouallam, Filingue, Abalak and Tchintabaraden is only possible with a military escort. In this situation it is crucial that UNHAS continues to provide reliable and cost-effective transport.

ANNEX I-A

PROJECT COST BREAKDOWN			
Food¹	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	15 782	5 089 289	
Pulses	3 148	1 607 120	
Oil and fats	1 311	1 887 840	
Mixed and blended food	30 525	35 922 332	
Total food	50 766	44 506 581	
Cash transfers		13 260 537	
Subtotal food and transfers			57 767 118
External transport			4 248 597
Landside transport, storage and handling			16 752 748
Other direct operational costs			6 089 160
Direct support costs ² (see Annex I-B)			9 184 793
Total WFP direct costs			94 042 415
Indirect support costs (7.0 percent) ³			6 582 969
TOTAL WFP COSTS			100 625 385

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

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

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

ANNEX I-B

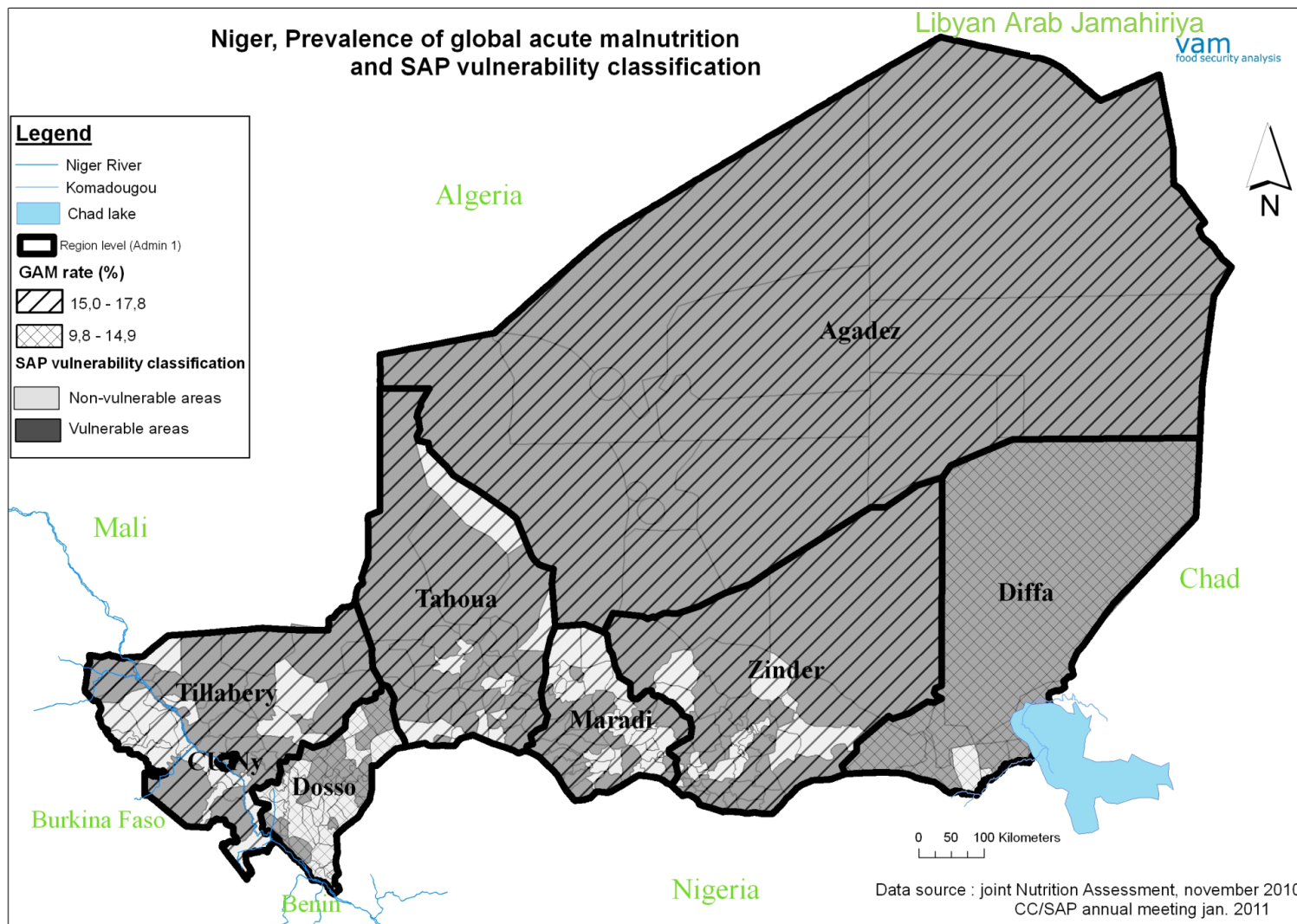
DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	2 480 040
Local staff - national officers	262 500
Local staff - general service	724 500
Local staff - temporary assistance	1 700 356
Local staff - overtime	11 500
International consultants	381 171
United Nations volunteers	320 625
Staff duty travel	1 169 901
Subtotal	7 050 593
Recurring expenses	
Rental of facility	144 000
Utilities	125 000
Office supplies and other consumables	89 500
Communications services	261 000
Equipment repair and maintenance	79 000
Vehicle running costs and maintenance	380 000
Office set-up and repairs	186 000
United Nations organization services	91 500
Subtotal	1 356 000
Equipment and capital costs	
Vehicle leasing	316 200
Communications equipment	107 500
Local security costs	354 500
Subtotal	778 200
TOTAL DIRECT SUPPORT COSTS	9 184 793

ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1 Reduced level of acute malnutrition among children under 5	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 in targeted populations <12% ➤ Supplementary feeding recovery rate >75% ➤ Supplementary feeding defaulter rate <15% ➤ Supplementary feeding death rate <3% ➤ Supplementary feeding non-response rate <10% 	Adequate malnutrition prevention carried out UNICEF, WHO and NGOs have adequate resources to implement nutritional mandates Functioning health centres for treatment of malnourished children Functioning government nutrition-coordination mechanisms
Outcome 2 Improved food consumption over assistance period for targeted emergency-affected households	<ul style="list-style-type: none"> ➤ Household food consumption score: target <28 for 30% of targeted populations 	Adequate and timely resources are available according to distribution plans
Output 1.1/2.1 Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> ➤ Quantity of food distributed, by type and activity as % of planned ➤ No. of people by age and gender receiving food assistance, by category as % of planned ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type as % of planned 	Early-warning system follows up assessments of vulnerability to food insecurity recommend targeted food assistance
Output 1.2/2.2 Cash distributed in sufficient quantity and under secure conditions through targeted food assistance	<ul style="list-style-type: none"> ➤ Total US\$ distributed, by activity ➤ Number of men/women receiving cash, by age and activity ➤ % of beneficiaries receiving cash on time, by activity ➤ Number of security incidents during cash distributions 	Adequate human and technical capacity is available among nutrition cooperating partners





ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		
Outcome 3 Improved food consumption for households in post-disaster situation targeted with CFW and FFW	<ul style="list-style-type: none"> ➤ Coping strategy index <9 ➤ Household food consumption score >28 for 70% of targeted population 	Adequate funding for the PRRO is received on time
Output 3.1 Timely cash payments delivered to participants of cash-for-work activity under secure conditions	<ul style="list-style-type: none"> ➤ No. of beneficiaries in paid work, by gender and age during the project compared with planned (100%) ➤ Women participants in FFW as % of total ➤ Average US\$ earned per participants per month compared with planned ➤ No. of security incidents during cash distributions 	Adequate human and technical capacity is available in the Government and cooperating partner
Output 3.2 Food distributed in sufficient quantity and quality to targeted populations	<ul style="list-style-type: none"> ➤ Quantity of food distributed, by type and activity as % of planned ➤ No. of people, by age and gender, receiving food assistance, by category as % of planned 	Adequate human and technical capacity is available in the Government and cooperating partner
Output 3.3 Livelihood assets developed, built or restored by targeted communities and individuals	<ul style="list-style-type: none"> ➤ No. of dams constructed or restored ➤ Area of land reclaimed (ha) ➤ Area of dune fixation (ha) ➤ Length of fire-breaks (ha) 	Adequate human and technical capacity is available in the Government and cooperating partner



ANNEX III

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

LIST OF ACRONYMS USED IN THE DOCUMENT

BSF	blanket supplementary feeding
CFW	cash for work
CSB	corn-soya blend
DNPGCA	<i>Dispositif national de prévention et de gestion des crises alimentaires</i> (National Mechanism for Prevention and Management of Food Crises)
EMOP	emergency operation
FFW	food for work
GAM	global acute malnutrition
M&E	monitoring and evaluation
MFI	micro-finance institution
NGO	non-governmental organization
OPVN	<i>Office des produits vivriers du Niger</i> (the National Food Products Board of Niger)
PRRO	protracted relief and recovery operation
SDARP	<i>Stratégie de développement accéléré et de la réduction de la pauvreté</i> (Accelerated Development and Poverty Reduction Strategy)
SDR	<i>Stratégie de développement rural</i> (Rural Development Strategy)
SMART	Standardized Monitoring and Assessment of Relief and Transitions
TFA	targeted food assistance
TSF	targeted supplementary feeding
UNHAS	United Nations Humanitarian Air Service
UNICEF	United Nations Children's Fund
WHO	World Health Organization