BUDGET INCREASE 3 TO NIGER PROTRACTED RELIEF AND RECOVERY OPERATION 200051

Saving Lives, Reducing Malnutrition and Protecting Livelihoods of Vulnerable Populations

Start date: 11 July 2011 **End date:** 31 December 2012 **Extension period:** two months **New end date:** 28 February 2013

Cost (United States dollars)			
	Current budget	Increase	Revised budget
Food cost	55,444,014	9,085,576	64,529,590
Cash transfer cost	15,936,232	6,887,880	22,824,112
External transport	6,678,949	1,109,579	7,788,528
LTSH	24,544,354	3,625,164	28,169,518
ODOC	11,745,611	(459,310)	11,286,301
DSC	11,573,686	0	11,573,686
ISC (7.0 percent)	8,814,600	1,417,422	10,232,022
Total cost to WFP	134,737,446	21,666,311	156,403,757

NATURE OF THE INCREASE

- 1. As Niger emerges from a severe food and nutrition crisis in 2012, WFP will transition from life-saving relief activities under emergency operation (EMOP) 200398 to livelihood recovery and nutrition activities under protracted relief and recovery operation (PRRO) 200051, designed to strengthen community and household resilience. This budget revision will allow WFP to gradually scale up post-harvest cash-for-assets (CFA) and food-for-assets (FFA) activities for very poor households and to expand ongoing targeted supplementary feeding for moderately malnourished children 6-59 months and pregnant and lactating women.
- 2. This budget revision will extend the operation by two months, January and February 2013, and will increase the PRRO requirements by US\$21.7 million. Specific changes to the budget are as follows:
 - ➤ additional 13,742 mt food, valued at US\$9.1 million;
 - additional US\$6.9 million in cash transfers;
 - ➤ additional US\$4.7 million in associated costs consisting of external transport and landside transport storage and handling (LTSH);
 - a reduction in other direct operational costs (ODOC) by US\$0.5 million; and
 - ➤ additional US\$1.4 million in indirect support costs (ISC).
- 3. WFP is developing a country strategy to promote an integrated and coherent approach to community-level development covering the period 2014-2018, in line with the new United Nations Development Assistance Framework cycle. In February 2013, a further budget

revision (number 4) to the PRRO will be presented at the WFP Executive Board, extending the operation through December 2013 and laying the foundation for the new approach. This budget revision (number 3) provides a transition from the emergency response to this broader response.

JUSTIFICATION FOR EXTENSION-IN-TIME AND BUDGET INCREASE

Summary of Existing Project Activities

- 4. WFP's PRRO 200051 for Niger "Saving Lives, Reducing Malnutrition and Protecting Livelihoods of Vulnerable Populations" was approved for the period July 2011-December 2012 to support 2.2 million beneficiaries, initially with a budget of US\$101 million. The principal objectives of the PRRO are to:
 - reduce acute malnutrition among children under 5 and pregnant and lactating women in targeted emergency-affected populations (aligned with WFP Strategic Objective 1 "Save lives and protect livelihoods in emergencies");
 - improve food consumption among populations whose food security and nutrition has been affected by drought or floods (also aligned with Strategic Objective 1); and
 - restore and rebuild livelihoods in post-disaster situations (aligned with Strategic Objective 3 "Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations").
- 5. The main activities in the PRRO are:
 - targeted food assistance for the most vulnerable households during the peak of the lean season;1
 - ➤ targeted supplementary feeding for malnourished children aged 6-59 months and pregnant and lactating women;
 - ➤ blanket supplementary feeding for children aged 6-23 months and women breastfeeding infants under 6 months during the lean season;
 - rations for caregivers accompanying children with severe acute malnutrition in inpatient therapeutic feeding centres; and
 - > cash-for-assets and food-for-assets schemes.
- 6. In December 2011, a first budget revision of US\$64 million scaled up nutrition and food security activities in line with the Government's crisis response plan: a pre-emptive measure following early warning of deteriorating food security. In June 2012, a second budget revision shifted the life-saving activities from the PRRO to a short, targeted relief operation (EMOP 200398) covering the 2012 crisis lean season and decreased the PRRO budget by US\$30 million.
- 7. From April-September 2012, EMOP 200398 "Saving lives and preventing acute malnutrition for crisis-affected populations in Niger" enabled WFP to respond to temporary acute needs through life-saving targeted food/cash assistance and blanket supplementary feeding. Targeted supplementary feeding support was maintained in parallel under the PRRO throughout the crisis. For a smooth transition following the end of the EMOP in September 2012, WFP has been providing support under the PRRO through post-harvest CFA and FFA livelihood activities and targeted supplementary feeding.

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¹ The lean season in Niger is March/April to September/October,

² DNPGCA, *Plan de soutien préliminaire*, October 2011.

8. The WFP country programme 101640 (2009-2013) aims to address long-term structural challenges to food security and nutrition, with a particular focus on education.

Conclusion and Recommendations of the Re-Assessment

- 9. Entrenched structural vulnerabilities, such as over-reliance on subsistence rain-fed agriculture and animal husbandry, widespread poverty, limited infrastructure, low levels of education, and limited effective coverage of basic social services, aggravated by high population growth and recurrent crises, have weakened the resilience of the most vulnerable populations in Niger. It is estimated that 2 million people are chronically food-insecure and unable to meet basic food requirements even under normal conditions.³ The 2012 crisis was the result of an accumulation of shocks, including: cereal and pasture deficits; high cereal costs; limited work opportunities in Niger and in the region; and high levels of household debt. By the peak of the 2012 lean season, 22 percent of the population was severely food-insecure.⁴
- 10. Preliminary evaluations of the 2012/2013 agricultural campaign indicate good production prospects overall, though poor harvests are anticipated in areas of Dosso, Tahoua and Tillaberi regions as a result of uneven rainfall, late sowing and pest infestations. However, the situation of poor and very poor households remains extremely fragile following the recent crisis and a positive harvest alone will not have lasting impact on the food security of chronically vulnerable communities. According to monitoring reports,⁵ agriculture is the primary activity for 70 percent of targeted poor and very poor households; vulnerable populations report weak production capacity even during positive harvest years and possess few productive goods, with limited or no livestock. Vulnerable households are caught in poverty, and report high levels of indebtedness and low rates of reimbursement. Coping strategies employed by households during periods of constrained access to food include: consuming reduced quality and quantity foods; skipping meals; borrowing; migrating for longer periods and in larger numbers; and taking children out of school. Considering the high levels of male out-migration, the situation of women and children in rural areas is of particular concern.
- 11. Forty-two percent of children nationwide are affected by chronic malnutrition,⁶ and one in five dies before reaching the age of 5.⁷ A recent national child nutrition survey conducted during the peak of the lean season found that the national prevalence of global acute malnutrition (GAM) among children aged 6-59 months had increased from 12.3 percent in 2011, to 14.8 percent in 2012. Moreover, the GAM prevalence exceeded the 15 percent "critical" threshold in four of the eight regions of Niger (Diffa, Maradi, Tillaberi and Zinder).⁸ Historic trends indicate that even during non-crisis years, GAM can rapidly peak beyond the "critical" threshold during the lean season period, when food access is most constrained. Blanket supplementary feeding during the 2012 lean season under the EMOP has been instrumental in reducing GAM, as demonstrated by anthropometric measures taken

³ WFP, Chocs et vulnérabilités au Niger: Analyse des données secondaires, octobre 2010, Niamey.

⁴ SAP/l'Institut National de la Statistique (INS - National Institute of Statistics)/WFP/European Union/the Food and Agriculture Organization of the United Nations/the United Nations Development Programme /the United Nations Children's Fund/Comité permanent inter-états de lutte contre la sécheresse dans le Sahel (Permanent Interstate Committee for Drought Control in the Sahel)/the Famine Early-Warning System Network. Evaluation conjointe de la vulnérabilité à l'insécurité alimentaire des ménages en milieu rural et urbain. 2011, Niamey.

⁵ WFP/INS, Post-distribution monitoring of Targeted food/cash assistance, August 2012 [not yet published].

⁶ INS/Direction Nutrition du Ministère de la Sante/UNICEF/WFP, June 2012.

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

⁸ INS/Direction Nutrition du Ministère de la Sante/UNICEF/WFP. *Enquête nationale – utilisant la méthodologie* SMART. June 2012. Niger [not yet published].

during systematic monitoring that found significant reduction in acute malnutrition rates among beneficiary children aged 6-23 months.⁹

- 12. Monitoring has found the distribution of cash to be appropriate and effective in Niger: in the 2011 immediate post-harvest period, 96 percent of cash distributed to beneficiaries was used to purchase essential food commodities, securing household food stocks. Between December 2011 and May 2012, 70 percent of cash transfers were used to purchase food. Systematic market monitoring, evaluation of ongoing activities under EMOP 200398, and preliminary evaluations of the 2012/2013 harvest all suggest that cash transfers are appropriate in the targeted areas, with adequate food availability and functioning markets. Cash transfers were found to be cost-effective: the alpha value for cereals in the October 2011 immediate post-harvest period was 0.61; by July 2012, when food costs were highest, the alpha value was still favourable for cash transfers at 0.92. Indications of a positive 2012/2013 agricultural campaign suggest that cash transfers will be even more cost-effective during 2013.
- 13. WFP is currently developing a country strategy document for an integrated and coherent approach to community-level development. The strategy focuses on strengthening resilience through the twin pillars of human capital development (education and nutrition) and enhanced access to food through the rehabilitation and protection of agricultural areas, while ensuring a strong and flexible safety net for the most vulnerable and food-insecure, including malnourished children aged 6-59 months. The PRRO lays the foundation for this approach, providing a crucial safety net to contribute to improved food security and nutrition, and enhancing community assets and production.

Purpose of the Budget Increase

- 14. This budget revision takes into account the fragility of poor and very poor households and young children in 2013, resulting from entrenched structural vulnerabilities and the impact of the 2012 food security and nutrition crisis. The revision will extend the PRRO in time by two months and increase the planned food and cash requirements; specifically it will:
 - post-harvest season, providing a crucial safety net and contributing to rebuilding livelihoods and resilience; and
 - > expand targeted supplementary feeding activities for malnourished children aged 6-59 months, and pregnant and lactating women.
- 15. The revision is in line with the objectives, activities, and food rations originally outlined in the PRRO document. Targeted food/cash assistance and blanket supplementary feeding activities are not planned during this extension period, as these activities are linked to the annual lean season.

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⁹ WFP/INS. Post-distribution monitoring – June 2012; August 2012, Niger.

¹⁰ WFP, Post-distribution monitoring, 25 October-2 November 2012, Niger; WFP, Post-distribution monitoring, May 2012, Niger.

¹¹ The alpha value is a ratio that compares the overall cost for WFP and its donors to deliver food to the beneficiaries with the local market value of the same commodities (the ratio is calculated as local market prices divided by WFP purchase costs). Alpha values that are below 1.0 suggest an advantage for cash transfers compared with food transfers.

¹² These values mask important variations across markets and regions. Considering cost-effectiveness, functionality, and distance, the region of Dosso and southern areas of Maradi, Tahoua,and Zinder are particularly appropriate for large-scale cash interventions.

¹³ http://one.wfp.org/operations/current_operations/project_docs/200051.pdf

TABLE 1: BENEFICIARIES BY ACTIVITY			
Activity	Current (Jul'11-Dec'12)	Increase	Revised (Jul'11-Feb'13)
Relief			
Blanket supplementary feeding: children 6-23 months	565,000		565,000
Blanket supplementary feeding: lactating women	50,000		50,000
Targeted supplementary feeding: children 6-59 months	903,000	190,000	1,057,000
Targeted supplementary feeding: pregnant & lactating women	173,600	107,000	250,000
Caregiver's Ration	53,900	15,000	69,000
Targeted food assistance: Food transfers	64,800		65,000
Targeted food assistance: Cash transfers	217,000		217,000
Early Recovery			
Food for assets	953,500	393,000	969,000
Cash for assets	481,700	351,000	596,000
TOTAL*	2,846,900	947,000	3,011,000

^{*}Adjusted to avoid double-counting of beneficiaries assisted through more than one activity.

Food for assets/ cash for assets

- 16. Through CFA/FFA, WFP will work with targeted local communities to increase local production and build resilience, focusing on three priority activities: i) rehabilitation of degraded land; ii) water harvesting and irrigation; and iii) protection and development of agricultural oasis basins. WFP cash/food assistance will provide a vital safety net to vulnerable households, providing the necessary support to secure food stocks, reduce debt and increase income, while contributing to rebuilding livelihoods and reducing out-migration from rural areas. The selection of some less labour-intensive activities and the provision for a small proportion of transfers not linked to work activities will ensure that labour-constrained (and often female-headed) households identified as severely vulnerable also benefit from the vital safety net.
- 17. WFP will seek opportunities for closer collaboration with partners such as the Ministry of Agriculture, the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), and the United Nations Children's Fund (UNICEF). Synergies between CFA/FFA interventions and parallel support by other partners will maximize the impact and sustainability of interventions and increase the potential for enhanced agricultural production, as demonstrated by recent best practices. Joint interventions currently being implemented in Maradi, Tahoua, Tillaberi and Zinder regions will be gradually expanded.
- 18. In order to ensure geographic and programmatic linkages between food security and nutrition interventions, CFA/FFA activities will target as a priority: i) areas which have been identified as vulnerable to food insecurity each year between 2006 and 2012 (including rural areas of Diffa, Maradi, Tahoua, Tillaberi and Zinder regions); i) areas at risk of significant cereal and pasture deficits in 2012/2013 (Dosso, Tahoua, Tillaberi); and iii) regions where GAM prevalence is above 10 percent with aggravating factors (i.e. chronic vulnerability/high food insecurity, etc.). Household targeting at the community level will use the household

¹⁴ Based on national early warning system classifications and in line with WFP's 2010 Chocs et vulnérabilités au Niger: Analyse des données secondaires and annual national vulnerability assessments.

- economy approach.¹⁵ Beneficiary numbers have been estimated based on population figures and the prevalence of severe food insecurity (2006-2012) in targeted areas.
- 19. Targeted households will benefit from WFP food/cash assistance for an initial period of three months. The provision of continued assistance beyond this period will depend on the outcomes of a second targeting/registration exercise during the pre-lean season.
- 20. The choice of transfer modality (in-kind food or cash) will depend on local market functionality, food availability, and agro-ecology. Systematic market monitoring since 2011, evaluation of past cash activities, and evaluations of the 2012/2013 agricultural campaign all suggest that cash transfers would be appropriate in the rural areas of Diffa, Dosso, Maradi, Tahoua, Tillaberi and Zinder regions.
- 21. The FFA ration is 500g cereals, 100g pulses, and 20g vegetable oil per person per day. Assistance will be provided to an average of 7 persons per household. The CFA transfer value will be equivalent to the in-kind food ration, established in coordination with the Government and partners. It will be based on average price projections, ¹⁶ and set within if not slightly below the average daily wage to minimize impact on the local labour market. Funds will be transferred to microfinance institutions and non-governmental organizations (NGOs) partnering with WFP. Food and cash distributions are twice a month.

Targeted supplementary feeding

22. Targeted supplementary feeding is implemented nationwide throughout the year to treat moderate acute malnutrition (MAM). Children aged 6-59 months with MAM are enrolled for a maximum of three months;¹⁷ malnourished pregnant and lactating women benefit from a minimum of six months of treatment. In response to the increased prevalence of acute malnutrition, WFP is scaling up targeted supplementary feeding activities from a current monthly average of 144,000 children 6-59 months, 87,000 pregnant/lactating women, and 3,300 caregivers in 2012, to a revised monthly average of 178,000 children 6-59 months, 111,000 pregnant/lactating women, and 5,500 caregivers in 2013.¹⁸

- 23. The main elements of a rigorous approach to targeted supplementary feeding nutrition activities include:
 - pro-active screening and outreach at the community level to identify malnourished children and pregnant and lactating women;
 - > gradual scale up of geographic coverage for integrated health centres in the most vulnerable areas, in collaboration with UNICEF;
 - ➤ increased collaboration with UNICEF and nutrition partners to support behavioural changes for improved nutrition, health and hygiene through a nationwide community-level communications strategy; and

¹⁵Geographic targeting will be refined using the results of the 2012 national child nutrition and mortality survey, final assessment of the 2012/2013 agricultural campaign, and planned joint WFP/Save the Children outcome analyses based on the household economy approach.

Admission criteria for moderately acute malnourished children aged 6-59 months with a weight-for-height between -3 and -2 z score; Discharge criteria: weight-for-height above or equal to -1.5 z score.

¹⁶ For the purpose of budgeting, WFP has maintained rates from the 2011/2012 response: the transfer rate for November 2012-January 2013 has been estimated at US\$50 per household/month based on preliminary evaluations of the agricultural campaign; for February 2013, the rate is estimated at US\$65 per household/month considering historic price trends which indicate that the cost of basic food items tends to increase from February. Actual transfer rates will be established following final evaluation of agricultural campaign and in discussion with Government and partners.

¹⁸ These monthly figures are based on estimated averages; planning figures vary significantly from one month to another depending on the season. Those monthly figures also differ from the ones shown in Table 1 (Beneficiaries per activity) which represents cumulative beneficiary figures over the PRRO duration.

- > continued support to caregivers of children enrolled in therapeutic treatment programmes for severe acute malnutrition.
- 24. The 2012 child nutrition survey found a very high prevalence of chronic malnutrition at the national level (42 percent). Under the Renewed Efforts Against Child Hunger (REACH) initiative, the Government of Niger, FAO, UNICEF, WFP, and the World Health Organization (WHO) are working together to identify approaches to address high levels of chronic and acute malnutrition in Niger and to ensure strong linkages between food security, health, and nutrition interventions. WFP is enhancing its partnership with UNICEF through a joint 12-month pilot project in Zinder for the prevention of chronic and acute malnutrition among children 6-59 months; this will be linked geographically to WFP food security and nutrition interventions under the expanded PRRO.

25. Programme management risk analysis:

- Programmatic risks: Particular attention will be given to enhancing monitoring and reporting systems to ensure that targeting of food and nutrition assistance is appropriate and effective. WFP will continue to strengthen the capacity of partners to manage cashtransfers. Large-scale CFA and FFA activities can risk creating low-quality assets which could create environmental hazards, and/or health hazards linked to water harvesting; WFP works with competent government technical services and collaborates with expert United Nations agencies, NGOs, and counterparts to mitigate such risks.
- Contextual risks: Security in the Sahel region is fragile. If the situation deteriorates, it could require stronger security measures and/or result in reduced humanitarian access in some areas. The ongoing regional EMOP 200438 "Assistance to refugees and internally displaced persons affected by insecurity in Mali" will allow WFP to respond to increased and/or protracted displacement.
- Institutional risks: While forward purchasing efforts are being made, the risks of funding shortfalls and food pipeline breaks remain. Since mid-2012, WFP has been communicating regularly with donors regarding the need to support the resilience of chronically vulnerable communities, with a particular focus on enhancing community assets such as natural resource rehabilitation, water harvesting, and market infrastructure, and the prevention/treatment of malnutrition. WFP has already received indication of bilateral and multilateral funding.

REQUIREMENTS

26. Table 2 shows the revised food and cash requirements related to the extension of the PRRO through February 2013 and the expansion of food security and nutrition activities. Food rations have been maintained as per the original operation. The costs of the additional food, cash and associated costs are shown in Annex 1A.

TABLE 2: FOOD/CASH REQUIREMENTS BY ACTIVITY (US\$/mt)				
Activity	Commodity/ cash	Current July 2011- Dec 2012	Increase	Revised July 2011-February 2013
Cash for assets	Cash	11,286,189	6,887,880	18,174,069
Targeted food assistance: cash	Cash	4,650,043		4,650,043
TOTAL CASH REQUIREMENTS		US\$15,936,232	US\$6,887,880	US\$22,824,112
Blanket supplementary feeding: children 6-23 months	Food	5,794		5,794
Blanket supplementary feeding: pregnant and lactating women	Food	1,871		1,871
Targeted supplementary feeding: children 6-59 months	Food	9,578	826	10,404
Targeted supplementary feeding: pregnant and lactating women	Food	11,273	1,718	12,991
Caregiver's Ration	Food	606	163	769
Food for assets	Food	41,640	11,035	52,675
Targeted food assistance: food	Food	3,615		3,615
TOTAL FOOD REQUIREMENTS		74,377	13,742	88,119

Associated costs

27. The current budget for direct support costs (DSC) and other directed operational costs (ODOC) will cover anticipated expenditures during the extension period of the PRRO. The WFP field office established in Ouallam, Tillaberi under EMOP 200398 will be maintained to enhance programmatic response and monitoring in light of the region's high food insecurity and critical prevalence of acute malnutrition. The increase in food tonnage, combined with the depreciation of the West African Franc against the United States dollar, has reduced the landside transport, storage and handling (LTSH) rate by nearly 20 percent, thereby helping to improve the cost-efficiency and cost-effectiveness of the operation.

¹⁹ http://one.wfp.org/operations/current_operations/project_docs/200051.pdf

RECOMMENDATION

The increase in food and cash requirements from and the proposed two-month extension-in-time through February 2013 for PRRO 200051 are recommended to the Executive Director for approval.

APPROVAL		
Ertharin Cousin	Date:	
Executive Director		
United Nations World Food Programme		

ANNEX I-A

BUDGET INCREASE COST BREAKDOWN			
Food ²⁰	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	9,007	3,798,516	
Pulses	1,798	1,318,122	
Oil and fats	518	544,183	
Mixed and blended food	2,418	3,424,755	
Others			
Total food	13,742	9,085,576	
Cash transfers		6,887,880	
Voucher transfers			
Subtotal food and transfers			15,973,456
External transport			1,109,579
Landside transport, storage and handling			3,625,164
Other direct operational costs			(459,310)
Direct support costs (see Annex I-B)			
Total WFP direct costs			20,248,889
Indirect support costs (7.0 percent) ²¹			1,417,422
TOTAL WFP COSTS			21,666,311

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

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	0	
International general service staff	0	
Local staff - national officers	0	
Local staff - general service	511,843	
Local staff - temporary assistance	-917,679	
Local staff – overtime	0	
Hazard pay and hardship allowance	0	
International consultants	0	
Local consultants	0	
United Nations volunteers	0	
Commercial consultancy services	6,068	
Staff duty travel	0	
Subtotal	-399,768	
Recurring expenses	,	
Rental of facility	6,000	
Utilities	4,500	
Office supplies and other consumables	0	
Communications services	7,000	
Equipment repair and maintenance	0	
Vehicle running costs and maintenance	83,212	
Office set-up and repairs	299,056	
United Nations organization services		
Subtotal	399,768	
Equipment and capital costs	,	
Vehicle leasing	0	
Communications equipment	0	
Local security costs	0	
Subtotal	0	
TOTAL DIRECT SUPPORT COSTS	0	

ACRONYMS USED IN THE DOCUMENT

CFA cash for assets

DNPGCA Dispositif National de Prévention et de Gestion des Crises Alimentaires

(National Mechanism for Prevention and Management of Food Crises)

DSC direct support costs EMOP emergency operation

FAO Food and Agriculture Organization of the United Nations

FFA food for assets

GAM global acute malnutrition

IFAD International Fund for Agricultural Development

INS Institut National de la Statistique (National Institute of Statistics)

ISC indirect support costs

LTSH land transport, storage and handling

MAM moderate acute malnutrition NGO non-governmental organization ODOC other direct operational costs

PRRO protracted relief and recovery operation

UNICEF United Nations Children's Fund

WFP United Nations World Food Programme

WHO World Health Organization

ANNEX II - MAP

