Emergency Operation 200071 - Niger

Title: Emergency food assistance to flood-affected populations in Agadez region

Duration: 3 months (October – December 2009) Number of beneficiaries: 79,000 WFP food tonnage: 2,730 mt WFP food cost: US\$2,185,289 Total cost to WFP: US\$3,072,729

EXECUTIVE SUMMARY

On 1 September 2009, torrential rains caused flooding in valleys and low-lying areas in the Department of Agadez in Niger. Urban neighbourhoods in Agadez and Tchirozérine towns and the two rural communes of Dabaga and Tabelot were most affected. The floods have caused the death of several persons, damaged the main access roads, destroyed houses and public buildings, swept away crop areas, food stocks and cattle, and temporarily disrupted public water and electricity supplies.

On 2 September 2009, a rapid appraisal mission was carried out jointly by the Government and United Nations agencies. Based on a census of the affected households carried out by a regional crisis committee, 79,000 people (or 12,000 households) were found to be extremely vulnerable as a result of the floods. Most of them are now homeless and have lost part of their means of livelihood. The risk of outbreaks of water-borne diseases is high.

On 7 September 2009, a government spokesperson appealed for international assistance. On that same day, WFP responded through an immediate response emergency operation, providing 336 mt of food assistance to meet the immediate needs of the most vulnerable households within Agadez city. The Government and other agencies have been providing other in-kind donations. However, the needs remain largely unmet.

In line with Strategic Objective 1 of the WFP Strategic Plan (2008-2011), the overall objective of this emergency operation is to save lives and protect livelihoods of targeted households. More specifically, this emergency operation will ensure adequate food access and consumption of the affected population, whose food and nutrition security have been adversely affected by the floods.

SITUATION ANALYSIS AND SCENARIO(S)

The overall context

- 1. Niger is classified as both a least developed and a low-income food-deficit country due to chronic economic, health and social problems and is ranked 174th out of 179 countries in the 2008 United Nations Development Programme (UNDP) Human Development Report. Sixty-one percent of the population lives below the poverty line and 30 percent of the population is chronically food-insecure.¹ Fifty-eight percent of the population has no access to improved water supply sources.
- 2. Most of Niger's 14 million people survive on subsistence agriculture; yet each year most of the country's vast, dusty territory turns into desert. As food yields have shrunk, population growth has continued booming. The annual population growth of 3.3 percent is one of the world's highest. The average mortality rate is 648 per 100,000 live-births and the infant mortality rate is 81 per 1,000 live-births.
- 3. Agadez region borders with Mali, Libya and Chad. With its 668,000 km², it represents 52 percent of the total area of Niger. Despite its size, Agadez is sparsely populated; its 322,000 inhabitants represent 2.9 percent of the total population of Niger, with a population density of 0.5 people per square km. Much of its population comprises nomadic or semi-nomadic peoples.
- 4. On 1 September 2009, exceptionally heavy rains caused the eruption of a flood protection dyke, at seven kilometers upstream of Agadez city. This caused flash floods in four communes located at the bottom and hillsides of the Aïr Mountains (Agadez city, Tchirozérine, Dabaga and Tabelot). Since the region is usually drought prone, people have settled in the riverbeds with tents and mud houses.
- 5. Three people were killed and one reported missing, swept away by the floods. One of the main roads to Agadez was seriously damaged. The Agadez livestock market infrastructure has been partially destroyed, hampering market transactions. Besides destroying homes and food stocks, the floods have also wiped out thousands of vegetable gardens and devastated herds of livestock.
- 6. Latest government estimates indicate that 79,000 people have been affected, including an estimated 15,000 children under five. Affected households are being relocated to safer locations such as schools and temporary shelters.
- 7. WFP responded through an immediate response emergency operation (IR-EMOP 200069), providing 336 mt of food assistance to meet the immediate needs of the most vulnerable households within Agadez city. The nutrition interventions are being scaled up under WFP protracted relief and recovery operation (PRRO 106110). Other priority interventions include shelter, health and water and sanitation. The protection dyke and the main roads are being repaired while administrative measures are taken by the regional authorities to prohibit resettlement in and along the river bed.

¹ QUIBB, World Bank/Institut National des Statistiques-Niger, 2005.

The food security and nutrition situation

- 8. While households in Agadez and Tchirozérine rely mostly on petty trade, small business and shops and daily labour, which account for 65 percent of their incomes, people living in the rural communes of Dabaga and Tabelot rely on livestock, horticultural activities and related trade activities.² Flood-affected populations have lost most of their assets, arable land, livestock, houses as well as shops and businesses for the urban areas. The floods have disrupted the precarious coping mechanisms of the affected households, exacerbating food insecurity among a population that has long been vulnerable to food shortages.
- 9. Thirty-one percent of the population in Agadez area was already food-insecure before the flooding situation.³ The lack of assets and livestock, the limited food consumption, and the reliance on negative coping strategies that characterise food-insecure households make them extremely sensitive to any external shock.
- 10. In Agadez and Tchirozérine urban areas, 98 percent of the households rely on markets to purchase cereals.⁴ This area usually relies on imports for its cereal requirements. By disrupting the main sources of income, the flooding has negatively impacted on food accessibility.
- 11. In Dabaga and Tabelot rural communes, a joint government and Food and Agriculture Organization of the United Nations (FAO) rapid assessment mission found that over 10,000 households growing vegetable have lost their means of production, including arable lands, seeds, wells and agricultural tools.⁵ The current horticulture season has been lost in the flooded areas leading to important income losses.⁶ Some people are planning to grow wheat on the remaining lands as a last resort coping mechanism. As for pastoralists, 3,655 animals are estimated to be lost and livestock infrastructures have been damaged in Agadez. Insufficient pasture due to low regional levels of rainfall in 2009 before the September floods is causing additional pressure.
- 12. According to a June 2009 nationwide nutrition survey, the prevalence of global acute malnutrition (GAM) in Agadez urban communes is 11.7 percent, and the severe acute malnutrition (SAM) rate is 2.5 percent.⁷ Both GAM and SAM rates for Agadez urban communes are very close to the national malnutrition levels. The situation usually worsens during the lean season (June to October) with increased number of admissions at nutrition rehabilitation centres. Fifteen percent of the households in Agadez commune have a poor diet, low in proteins and lacking diversity.⁸ The nutritional risk is therefore important in the affected areas: the floods have disrupted the populations' normal means of livelihood and will have a direct impact on their nutrition and health status.

² Joint Food Insecurity and Vulnerability Survey, National Early Warning and others, Niger ,2008-2009.
³ idem

⁴ WFP internal analysis, database from the Joint Food Insecurity and Vulnerability surveys (2006 till 2008/09). ⁵ "Evaluation of the floods damages on local gardening", FAO report, September 2009.

⁶ Losses estimated to be between 403,000 et 806,000 Francs CFA - FAO report, September 2009.

⁷ Joint Nationwide Nutrition Survey, Nutrition Department/Ministry of Health and National Institute of Statistics, June 2009.

⁹ Joint Nationwide Food Insecurity and Vulnerability Survey, Early Warning System / National System of Prevention and Management of Food Crisis, December 2008 / January 2009.

- 13. The limited access to safe and clean water and poor hygiene behaviours increase the risk of outbreak of diarrhoeal diseases and could contribute to a further deterioration of the nutritional situation. The malaria risk has also increased due to the flooding situation.
- 14. Children under 5 and pregnant and lactating women are at particular risk of malnutrition. The United Nations Children's Fund (UNICEF) and NGO partners are closely monitoring the situation and have scaled up the nutritional screening to avoid quick deterioration of the nutritional situation.

Scenarios

15. The emergency operation is planned for 3 months. A steady return to normal conditions is foreseen by December, provided that the relief efforts by the Government and the United Nations and NGO partners are sustained. Affected households are expected to rebuild their houses, recover their previous means of livelihood and become self-sufficient in the coming months. The situation is also expected to stabilize following the harvest, once food commodities become available in markets in Agadez. Therefore, WFP plans to phase down this EMOP in December 2009 and continue to assist the most vulnerable groups under the PRRO and the country programme. In particular, malnourished children and pregnant and lactating women will benefit from the supplementary feeding programme, while severely food-insecure households will receive WFP support during the lean season.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT(S) AND OTHERS

Policies, capacities and actions of the Government

- 16. The National Poverty Alleviation Strategy (PAS) for 2008-2012 provides a framework for government policies. Under this overarching framework, the main goal of the Rural Development Strategy (RDS) is to "reduce the vulnerability of households" in rural areas.
- 17. The Dispositif National de Prévention et Gestion des Crises Alimentaires (DNPGCA National Food Security Mechanism) is responsible for preventing and managing food security crises. The DNPGCA maintains a national reserve stock which is made up of cash and food stocks. As a part of the DNPGCA, the National Early Warning System (*Système d'Alerte Précoce* SAP) monitors the food security situation and alerts on any impending crises. The Food Crises Task force (*Cellule Crises Alimentaires* CCA) manages operational actions decided by the DNPGCA governing body. A grant of US\$400,000 has been provided by the Government for the rehabilitation and reconstruction of houses.
- 18. At the local level, WFP (through its sub-office in Tahoua) works in close cooperation with the regional and departmental levels of the DNPGCA. Following the floods in Agadez region, the Governor has established an ad hoc crisis management committee composed of 8 sub-committees (registration, logistics, distribution, relocation, health, water and sanitation, communication, infrastructure and education, and monitoring and evaluation). WFP is a member of the committee and the logistics and distribution sub-committees.

Policies, capacities and actions of other major actors

- 19. The National Red Cross (*Croix Rouge Nigérienne* CRN) and the French Red Cross (*Croix Rouge Française* CRF) are among the key actors in Agadez region with a network of 200 volunteers in the area of Agadez.
- 20. Under the leadership of the United Nations Resident Coordinator, FAO, UNICEF, WFP and WHO have prepared a joint request for a Central Emergency Response Fund (CERF) allocation. The United Nations Resident Coordinator is regularly reviewing the joint response with the Government.
- 21. The International Committee of the Red Cross (ICRC), CRF, CRN, UNICEF and Muslim Hands have dispatched more than 400 tents and 2500 tarpaulins to set up temporary shelters for the relocated families. In addition, 16,000 bed covers and mosquito nets have been made available by UNICEF, United Nations Population Fund (UNFPA), the World Health Organisation (WHO), *Médecins sans Frontières*-Spain and ICRC have ensured the restocking of medical supplies.

Coordination

- 22. The National Food Security Mechanism is the major forum to discuss food security interventions and coordinate the emergency response. A Mixed Commission (*Comité Mixte de Concertation* CMC), composed of the Government and donors, coordinates strategic issues, while technical aspects are handled by a Restricted Coordination Committee (CRC). WFP takes an active role in these coordination mechanisms as the United Nations food aid agency.
- 23. The response from the United Nations Country Team is coordinated by the United Nations Resident Coordinator and the Office for the Coordination of Humanitarian Affairs (OCHA). Weekly meetings are organized both in Agadez and Niamey to coordinate the implementation of the humanitarian response. The issues discussed and decisions made during these meetings are widely shared through Situation Reports posted on the web.

OBJECTIVES OF WFP ASSISTANCE

24. In line with Strategic Objective 1 of the WFP Strategic Plan (2008-2011), the overall objective of this emergency operation is to save lives and protect livelihoods of targeted households. More specifically, this emergency operation will ensure adequate food access and consumption of the affected population, whose food and nutrition security have been adversely affected by the floods.

BENEFICIARIES AND TARGETING

25. WFP plans to assist over 79,000 people under the proposed EMOP. General food distributions will be targeted at the households that have faced considerable losses and are temporarily unable to sustain themselves. They were identified at the early stages of the crisis and registered by a locally set up emergency committee. On 6-7 September 2009, the newly set-up census and identification sub-committee reassessed the situation, quantifying the losses incurred in each commune with agreed-upon identification criteria (human casualties, number of displaced persons, number

of destroyed houses, livestock, horticulture, food, assets and agricultural losses).⁹ The results of the census have been then validated by the local authorities, establishing a total of 79,129 persons directly affected by the floods.¹⁰

Table 1: Number of affected persons by location			
Locations	Number of affected households	Number of affected persons	Percentage per commune (%)
Agadez urban commune	6,497	41,072	41.8
Tchirozerine urban commune	2,388	20,103	42.0
Dabaga	2,059	9,922	42.7
Tabelot	1,447	8,032	30.6
Total	12,391	79,129	N/A

26. Details on the number of affected households are included in the below table:

27. Among the affected population, an estimated 15,000 children under five and 4,000 pregnant women and lactating mothers are at particular risk of malnutrition. Their nutritional status is being closely monitored by UNICEF through increased presence of NGO partners. WFP will assist this specific population group through a blanket supplementary feeding programme under its PRRO.

⁹ Standardized household identification sheet, Sub-committee on census, lead by Regional Institute of Statistics, supported by OCHA and previous regional flood contingency plan available (CR/DNPGCA). ¹⁰ Official floods affected population identification, Sub-committee on census, September 2009

NUTRITIONAL CONSIDERATIONS AND RATIONS

28. WFP will provide a two month-ration to beneficiaries targeted under the general food distributions (GFD). The food basket will consist of rice, pulses and vegetable oil. The total food requirements and the nutritional values are as indicated in table 2.

Table 2: Daily food ration (g/person/day) and total food requirements (mt)					
Commodity	Ration g/person/ day	Total quantity (mt)	Total kcal /day	Protein (g)	Fat (g)
Cereals	500	2,374	1,800	35	2.5
Pulses	50	237	201	12	0.7
Vegetable oil	25	119	221	0	25
Total	575	2,730	2,222	47	28.2
% of energy supplied by protein and fat				8.5%	11.4%

- 29. The choice of commodities is based on local food consumption habits. The staple food in Niger consists of millet and pulses (cowpea), though rice is always widely consumed in the country. The level of energy provided by the ration is higher than the usual 2,100 kcal. However, given the already precarious nutrition situation of the flood-affected population, the ration is considered to be adequate. The ration has also been calculated to facilitate the distributions in bags, avoiding scooping for operational reasons.
- 30. WFP general food distributions have been planned for two months. They will be complemented by other in-kind donations, including a government contribution of 1,540 mt of cereals as well as small quantities of sugar, maize, wheat, cassava meal and green peas from other sources. These additional in-kind contributions will allow for a third month of food assistance.
- 31. In order to prevent deterioration of the nutritional situation, the general food ration will be complemented by the provision of corn-soya blend (CSB) for children aged 6-35 months. A ration of 15 kg of CSB per household for 2 months will be distributed together with the general food ration. The CSB requirements, amounting to 186 mt, will budgeted for under the PRRO.
- 32. Active nutritional screening is planned; children aged 6-59 months as well as pregnant and lactating women identified as moderately malnourished will be referred to the existing supplementary feeding centres supported under the PRRO in collaboration with CRF, TADRESS, IRD and Caritas. WFP is discussing with Caritas Development, CRF and TADRESS various options to reinforce their capacity, should the number of admissions to supplementary feeding centres sharply increase. In order to prevent micronutrient deficiencies, UNICEF plans a Vitamin A national campaign in November 2009 that would cover the flood-affected populations.

IMPLEMENTATION ARRANGEMENTS

- 33. Partnerships: At the national level, WFP EMOP will be managed under the DNPGCA. The CRN and CRF will remain WFP's main partners for food distributions in Agadez town. Over 200 Red Cross volunteers with a previous experience of collaboration with WFP have been made available. They will be supported by helpers detached from the local administration. These helpers will be paid a daily fee based on the local salary scale. WFP is also discussing with other NGOs active in the region to establish new partnerships that would allow for a wider geographical coverage and timely food distributions. OCHA and UNICEF, which have a continuous presence in Agadez, have made available office space and vehicles until WFP opens a temporary field office.
- 34. UNICEF, WHO, UNFPA, MSF, CRF have been supporting the health and water and sanitation sectors, supplying medical kits, medicines, kits for water treatment, cholera kits, bladders, constructing latrines and re-establishing water supplies. Four relocation centres have been identified and 3 are steadily being prepared with water supply, family kits (including blankets, soaps, buckets, kitchen utensils, mosquito nets, tarpaulins, etc) and latrines in Agadez town. UNICEF, ICRC, Croix-Rouge Nigérienne, and Muslim Hands have distributed kitchen kits, kettles, cans and buckets. The schools used as temporary shelters at the onset of the crisis are being vacated. Reconstruction of main access roads to Agadez is underway and traffic has resumed.
- 35. Logistical arrangements: WFP will contract commercial transporters to move the food commodities from its warehouses in Agadez to partners' warehouses or distribution points. Over 20 trucks have already been mobilized for the operation. WFP and the Government are jointly managing 2 warehouses with a total capacity of 1,500 mt in Agadez for WFP regular operations. An additional warehouse for the emergency operation will be needed for two months. WFP Commodity Movement Process Analysis System (COMPAS) will effectively monitor, track and account for commodity movements.
- 36. Procurement: Because Niger is a landlocked country, it often takes three to four months for commodities purchased internationally to reach the country. Agadez is 1,715 km distant from Cotonou the main entry port. Some portions of the road are badly damaged, making access very difficult and long, especially during the rainy season. For the WFP emergency operation to be successful, the food should be available without delays. Therefore, WFP country office with the support of the regional bureau will purchase food locally despite the higher cost involved. No negative impact is foreseen on local markets as the quantities to be purchased represent less than 1 percent of the yearly country rice consumption.

PERFORMANCE MONITORING

37. WFP will monitor the implementation of the EMOP following a results basedmanagement approach. WFP will take part to a FAO lead rapid impact assessment to assess the impact of the floods on the food security and nutrition situation. This survey will provide baseline data and serve as reference for measuring the impact of WFP emergency assistance on the food consumption level.¹¹

- 38. For a better efficiency of the operation, WFP will provide M&E training to NGO partners and government counterparts to ensure that reliable data is regularly provided. A post distribution monitoring survey will be conducted to provide information on the distribution processes and to capture the community perceptions.
- 39. At the end of the operation, a rapid assessment will be carried out to measure progress made on households' food security. Those households identified as food-insecure will continue to receive WFP support under the PRRO.
- 40. A WFP emergency coordinator will be responsible for coordinating the implementation of the EMOP and reinforce Tahoua sub-office. Three local United Nations Volunteers (UNVs) will ensure regular monitoring of the food distributions along with partners.

HANDOVER STRATEGY

- 41. Although floods and droughts have been jointly managed by the SAP and the CCA, the SAP seems more oriented to food security and lacks capacity to deal with rapid onset large emergencies. This year, however, the SAP has established, in collaboration with OCHA, regional contingency plans with a scope for preparedness and prevention. Those plans will be made operational through the DNPGCA. With the same objective to strengthen preparedness and response capacity, the country office with the support of WFP regional bureau, will conduct a capacity assessment taking stock of this operation and propose recommendations.
- 42. Following the end of the EMOP in December 2009, WFP will continue to support the recovery of flood-affected populations in Agadez region through its PRRO and country programme. PRRO activities include targeted food distributions to the most vulnerable groups, support to cereal banks, as well as supplementary feeding for children aged 5 to 59 months and pregnant and lactating women. Under the Country Programme, school feeding is about to resume in 90 schools in the region.

SECURITY CONSIDERATIONS

- 43. The region of Agadez is classified by the United Nations as Security Phase 3. Since 2007, the area has been marked by political instability, with occurrences of rebel attacks against the government army, kidnapping, armed robberies of vehicles and land mine incidents. Since April 2009, Libya is acting as a mediator in the peace process.
- 44. The floods are likely to have moved land mines, increasing the risk of accidents. Based on the recommendations made by the United Nations Department of Safety and Security (UNDSS), the security management team has suspended the travel of United Nations staff in parts of Agadez region. In other parts the region, and in particular in the two rural communes of Dabaga and Tabelote, United Nations vehicles require a

¹¹ Pending EU funding approval – proposal submitted as of 1 November 2009.

military escort. The government army and police will ensure escorts to protect movements in the region.

- 45. A common security telecommunications upgrade mission installed a 24/24h operated radio room in Agadez in early 2009 which tracks the movement of United Nations staff in the region. All WFP vehicles are compliant with minimum operating security standards (MOSS). In addition to the United Nations Department of Safety and Security (UNDSS) field security officer based in Niamey, a local security adviser based in Agadez advises on security matters.
- 46. A United Nations Humanitarian Air Service (UNHAS) operation enables rapid and safe movement of staff from Niamey and Tahoua to Agadez. The UNHAS special operation ends in December 2009.

RECOMMENDATION

47. The Deputy Executive Director, COO - Operations and Management Department is requested to approve the proposed emergency operation Niger EMOP 200071 under the delegated authority of the Executive Director.

APPROVAL

Date:....

Mr. Amir Abdulla

Deputy Executive Director and COO

ANNEX IA

WFP PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost (US\$) per mt	Value (US\$)
COSTS			
A. Direct operational costs			
Cereals ¹²	2 374		1 877 755
Pulses	237		151 206
Oil and Fats	119		156 328
Total commodities	2 730		2 185 289
	Extern	al transport	-
	Landsid	le transport	-
		ITSH	236 543
Total LTSH			236 543
Other direct operational costs			109 200
Total direct operational costs			2 531 032
B. Direct support costs (see Annex IB table below for details)		,	340 678
C. Indirect support costs (7 percent of total direct costs)		direct costs)	201 020
	TOTAL W	FP COSTS	3 072 729

¹² This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.

Staff and Staff Related Costs	
International Professional Staff	90 302
National Professional Officers	27 047
National General Service staff	41 734
Temporary assistance	
Overtime	2 150
Hazard Pay & Hardship Allowance	7 650
International Consultants	
Local Consultants	16 683
UNV	22 750
Commercial Consultancy Services	
Staff duty travel	50 362
Subtotal	258 678
Recurring Expenses	
Rental of Facility	5 000
Utilities General	3 000
Office Supplies and Other Consumables	5 000
Communications and IT Services	15 000
Equipment Repair and Maintenance	5000
Vehicle Running Cost and Maintenance	15 000
Office Set-up and Repairs	2 000
Subtotal	50 000
Equipment and Capital Costs	
Vehicle leasing	
TC/IT Equipment	22 000
Local Security Costs	10 000
Subtotal	30 000

Annexe IB Direct Support Costs Requirements (US\$)

ANNEX II - Log Frame Summary of Niger EMOP 20071

Performance Indicators	Means of verification	Risks and Assumptions
Ou	tcome	
 Food consumption score Coping strategy index 	PDM survey	Access and security are ensured
O	ıtputs	
 1.1 Number of beneficiaries reached through food Assistance 1.2 Quantity of food distributed by commodity 1.3 Beneficiary satisfaction with WFP assistance. 	 Monitoring reports Monitoring reports PDM survey 	 Targeting quality Good quality of the products distributed
1.2 Percentage of family receiving full ration	 Monitoring report 	 Targeting quality
	Indicators Indica	IndicatorsImage: construction co

Cooperating partners' capacity remains sufficient to undertake the planned activities.

Health centres are well organized for treatment of malnourished children.

ANNEX III - LIST OF ACRONYMS

CCA	Cellule de Crises Alimentaires
CMC	Comité Mixte de Concertation
СО	Country Office
СР	Country Programme
CRC	Comité Restreint de Coordination
CRF	Croix Rouge Française
CRN	Croix Rouge Nigérienne
DNPGCA	Dispositif National de Prévention et de Gestion des Crises Alimentaires
EDP	Extended Delivery Point
EMOP	Emergency Operation
FAO	Food and Agriculture Organization of the United Nations
FDP	Final Delivery Point
FSO	Field Security Officer
GAM	Global Acute Malnutrition rate
ICRC	International Committee of the Red Cross
IRA	Immediate Response Account
IRD	International Research Development
MSF	Médecins Sans Frontières
NGO	Non Governmental Organization
OCHA	Office of Coordination for Humanitarian Affairs
ODOC	Other Direct Operational Costs
PRRO	Protracted Relief and Rehabilitation Operation
SAP	Système d'Alerte Précoce (Early Warning System)
SO	Sub-Office
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population
UNHAS	United Nations Humanitarian Air Services
UNICEF	United Nations Children Fund
UNV	United Nations Volunteer
WHO	World Health Organization