

# EMERGENCY OPERATION MALI 200525

<b>ASSISTANCE FOR CRISIS-AFFECTED POPULATIONS IN MALI: INTERNALLY DISPLACED PEOPLE, HOST FAMILIES AND FRAGILE COMMUNITIES</b>	
Number of beneficiaries	564,000
Duration of project	January-December 2013
WFP food tonnage	110,772 mt
Cost (United States dollars)	
WFP food cost	US\$53,708,630
WFP cash/voucher cost	US\$6,470,216
Total cost to WFP	US\$137,223,189

## EXECUTIVE SUMMARY

Following the military *coup d'état* in March 2012 that toppled the Government of Mali, non-state armed groups seized control of the key cities of Gao, Kidal and Timbuktu in the vast northern regions of the country. Hundreds of thousands of people, predominantly nomadic agro-pastoralists, fled their homes and moved either across the Malian border to become refugees or to safer locations within Mali, primarily in the south. The Office of the United Nations High Commissioner for Refugees reports 155,000 Malian refugees in neighbouring countries. The Commission on Population Movement estimates the number of internally displaced persons in Mali at 199,000. WFP and the early warning system estimate the host family members at 117,000.

The widespread displacement of people compounded an on-going food crisis in the Sahel, provoked by a severe drought in 2011. To cope with this complex emergency, WFP responded to the urgent needs of the affected population in 2012 through two operations: i) emergency operation 200389 targeting over 1 million drought-affected people in Mali; and ii) regional emergency operation 200438 supporting internally displaced persons in Mali and Malian refugees in neighbouring countries. This emergency operation 200525 for 2013 will consolidate WFP's emergency food assistance in Mali into a single operation. The regional operation will remain in place, focussing on the refugees and host communities in Burkina Faso, Mauritania and Niger.

The crisis in northern Mali has raised international concerns about the stability of the country and the region as a whole. On 20 December 2012, the Security Council adopted a resolution

which authorized the deployment of an African-led International Support Mission in Mali for an initial period of one year. The prospects of military interventions in northern Mali has intensified the focus on the humanitarian situation in the country. A possible intervention or a prolonged occupation – either of which are likely to lead to a further deterioration in conditions – are the scenarios upon which coordinated humanitarian plans for 2013 are based: the Common Framework for United Nations Support to the Transition; the Consolidated Appeals Process (CAP) 2013; the inter-agency contingency plan, the cluster strategies and cluster contingency plans; and the Mali Plus regional contingency plan.

A joint WFP/National Early Warning System emergency food security assessment revealed a precarious situation for displaced people and host families, particularly in the northern regions not controlled by the Government (Youwarou, Tenenkou and Douentza administrative districts). Economic activities in most parts of these areas have been disrupted, with the circulation of goods well below normal.

In southern Mali, which benefited from an adequate harvest for the 2012/2013 season, markets are currently recovering from the 2012 drought and food assistance needs are foreseen to decrease. The on-going WFP country programme 105830 will address chronic food insecurity in the southern regions, in areas that are recovering from the effects of the 2012 drought.

Under this operation, WFP will reach 564,000 food-insecure and vulnerable people, predominantly from the north, but also displaced households and fragile host families in the south who have already been hit hard by the 2012 Sahel drought. Assistance will be provided through the following interventions: i) targeted food and cash assistance; ii) blanket supplementary feeding to prevent acute malnutrition; iii) targeted supplementary feeding to treat moderate acute malnutrition; and iv) emergency school feeding. The response was designed in consultation with government and non-governmental organization partners and is part of the overall response of the humanitarian community as outlined in the 2013 Consolidated Appeal Process for Mali. The planned number of beneficiaries reflects the most-likely scenario as developed by the humanitarian community in Mali at the end of 2012 in line with the “Mali Plus” contingency planning exercise prepared by the Inter-Agency Standing Committee and by the inter-agency contingency plan for Mali.

This emergency operation is aligned with WFP Strategic Objective 1 (“Saves lives and protect livelihoods in emergencies”) and will contribute towards Millennium Development Goals 1, 2, 4 and 5.

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## SITUATION ANALYSIS

### Context

1. Mali is a vast landlocked country in the heart of the Sahel region. Mali's social indicators remain among the lowest in the world, and the country is ranked 175 out of 187 countries on the 2011 Human Development Index of the United Nations Development Programme. Nearly 70 percent of the population lives below the national poverty line, and more than one-fifth of school-aged children do not attend school, three-quarters of whom are girls.<sup>1</sup>
2. Following the *coup d'état* in Bamako on 22 March 2012 and the subsequent establishment of a transition government, Mali has faced increased political, security, and economic challenges which, combined with the presence of armed groups in the northern regions (Gao, Kidal, Timbuktu and parts of Mopti) since early April 2012, have heightened vulnerability and forced thousands of people to flee. Following the *coup d'état*, many technical and financial partners suspended or reduced their budgetary support to the Government pending the re-establishment of a legitimate and democratic government.
3. Under the 6 April 2012 agreement negotiated by the Economic Community of West African States (ECOWAS), an interim government was set up as the first step towards elections and the restoration of a constitutional democracy in Mali. The interim government, grappling with a drought-driven food security crisis and instability in the north has made little progress towards these objectives. Meanwhile, the armed groups occupying the north have been consolidating their power.
4. In October 2012, the United Nations Security Council, at the behest of the interim Malian Government, France and the United States, passed a resolution requesting African organizations, led by ECOWAS, for a detailed plan for military intervention in northern Mali. In November, ECOWAS and the African Union approved the plan for the military intervention, which was submitted to the United Nations Security Council for endorsement. On 20 December 2012, the Security Council adopted resolution 2085, which authorized deployment of an African-led International Support Mission in Mali for an initial period of one year. The possibility of military action has discouraged internally displaced persons (IDPs) from returning to their original homes in the north and prompted even more to flee.
5. During 2012, the complex emergency situation - drought throughout the country and the conflict in the north - was addressed by WFP through two operations: i) emergency operation (EMOP) 200389 "Assistance to drought-affected populations in Mali"; and ii) regional EMOP 200438 "Assistance to Refugees and Internally Displaced Persons Affected by Insecurity in Mali". By December 2012, over 100,000 IDPs and 200,000 vulnerable people among the local population in the north had received support from WFP.<sup>2</sup> This new operation (200525) will continue the assistance to the populations within Mali that started under these two EMOPs. Having a single operation covering the

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<sup>1</sup> National Annual Statistics, 2010.

<sup>2</sup> Before the first census was completed by IOM in October 2012, the number of IDPs was ranging between 120,000 and 204,000. WFP targeted 120,000 beneficiaries under EMOP 200438 and had faced initial delays due to a lack of resources for this operation, both in terms of funding and pipeline. Assistance to IDPs was delayed, as new agreements had to be established with cooperating partners. This proved to be time-consuming, and it is only in recent months that assistance to this vulnerable group could be fully launched.

needs of the various groups affected by the crisis will enhance WFP's operational efficiency.

6. The conflict and widespread insecurity in Mali have created an acute humanitarian crisis among the local population in the north as well as the IDPs and fragile host communities in the south. A total of 199,000 persons were reported to be internally displaced in Mali as of December 2012.<sup>3</sup> 122,000 are located in the southern regions and 77,000 are in the northern regions.
7. Prolonged displacement is putting a strain on host communities – 117,000 people<sup>4</sup> - who are sharing their limited resources with the IDPs. If this displacement continues throughout 2013 - with possible new waves of displacement if the security situation worsens - these hosts will increasingly use negative coping mechanisms such as borrowing money and food, selling goods, or reducing the number of meals per day.
8. While the deteriorated security situation in country with high likelihood for military intervention renders the implementation of operations more challenging, WFP is monitoring closely its cooperating partners' capacity, in particular in the occupied regions and in areas close to the frontline between government-controlled and non-government-controlled areas. Most cooperating partners remain mobilized and committed to continue working as long as the security situation on the ground allows.

## Food Security and Nutrition Situation

9. The preliminary results of the early warning system (*Système d'Alerte Précoce* - SAP) November survey indicate that, overall, following regular and sufficient rainfall, the annual 2012/2013 agricultural campaign is adequate but with some uncertainties for specific areas. The survey report recommends provision of relief assistance to the most vulnerable households in the non-government-controlled north, as well as IDPs and host families in the south, and early recovery assistance to populations in the 111 communes that were the most affected by the drought in 2012.
10. The takeover of northern Mali by armed groups initially led to disruptions in food markets, with supplies from southern Mali being suspended and traders in the north holding limited stocks due to high security risks. However, some supplies from Algeria and southern Mali have resumed in recent months.
11. Following an adequate 2012 harvest,<sup>5</sup> price trends in the north mirrored those of the south, with prices generally at typical levels for local and imported rice as of November 2012.<sup>6</sup> The price for millet is expected to continue dropping, while remaining above average both in southern and northern Mali (65 percent higher in Gao, 59 percent higher in Timbuktu).<sup>7</sup> Considering patterns in other post-market crisis years, such as 2008-2009, an early increase in millet prices is possible in early 2013. The millet market is likely to remain sensitive to changes in demand (such as institutional buying). In the north, the

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<sup>3</sup> IOM, December 2012.

<sup>4</sup> WFP/SAP, Emergency food security assessment (EFSA), August-September 2012.

<sup>5</sup> Permanent Inter-State Committee for Drought Control in the Sahel (CILSS)/FAO/WFP joint crop assessment, November 2012.

<sup>6</sup> Famine Early-Warning System Network (FEWS-NET), Northern Mali Special Report. December 2012.

<sup>7</sup> WFP, Mali Market Analysis, November 2012.

most vulnerable households are the most affected by high food prices as they purchase between 45 and 65 percent of their annual food intake from markets.<sup>8</sup> WFP will closely monitor the market situation in the north, which is likely to be affected by the political and security developments.

12. The joint WFP/SAP emergency food security assessment (EFSA) conducted in August-September 2012 found that the following northern regions had the highest levels of food insecurity, measured by the population estimated to be severely or moderately food-insecure: Kidal (45 percent), Gao (36 percent), Timbuktu (31 percent) and the non-government-controlled areas of Mopti (27 percent). IDPs and host families in these regions have a high food consumption gap and have lost most of their livelihoods. The EFSA indicated a reduction of income and purchasing power across all sectors and livelihoods, low food consumption scores and increasing dependency on negative coping mechanisms. Based on the EFSA results, and assuming there are 1.8 million people in the non-government controlled regions,<sup>9</sup> WFP estimates that 584,000 people are severely or moderately food-insecure in the north and require relief assistance. In the south, the prevalence of food insecurity was lower, reaching up to 12.9 percent (Koulikoro). However, the arrival of 122,000 IDPs in areas in the south that had already been hit hard by the 2012 Sahel drought has put further pressure on a fragile food security situation. The EFSA found that IDPs and host families were equally vulnerable.
13. In 2011,<sup>10</sup> Mali had a national prevalence of 10.4 percent global acute malnutrition (GAM). This is slightly above that of previous surveys between 2007 and 2010 (9.7 percent in July 2007; 6.1 percent in March 2008, 8.9 percent in May-August 2010). One region (Timbuktu) was above the 15 percent “critical” threshold<sup>11</sup> and three regions (Gao, Kayes, Koulikoro) had GAM above the “serious” threshold of 10 percent. A follow-up survey in the five southern regions of Kayes, Koulikoro, Mopti, Segou and Sikasso in September 2012 (after the lean season) indicated a GAM of 8.9 percent; due to insecurity, the northern regions could not be surveyed. Nutritional screenings based on mid-upper arm circumference measurement (MUAC) suggest a precarious nutrition situation in the north. The EFSA showed that 13 percent and 26 percent of the children surveyed in Timbuktu and Gao respectively were acutely malnourished. In Kidal, screening of 8,800 children undertaken by *Médecins Du Monde* Belgium showed 13.5 percent of children were acutely malnourished, with the EFSA indications even higher. WFP will monitor the evolution of the nutrition situation throughout the year through partners’ reports and nutrition surveys.

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

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

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<sup>8</sup> WFP, *Enquête de Suivi Post-Distribution en Situation Alimentaire Difficile au Mali*, September 2012.

<sup>9</sup> In the absence of official and updated statistics on population numbers due to limited access. This figure is based on the 2009 population census and takes into account population growth between 2009 and 2013 as well as data on population movements from the EFSA, UNHCR, CMP, Protection Cluster and other partners.

<sup>10</sup> Government of Mali/UNICEF/WFP/WHO, Standardized Monitoring and Assessment of Relief and Transition (SMART) survey, 2011.

<sup>11</sup> Wasting prevalence 5-9 percent is “poor”, 10-14 percent is “serious” and above 15 percent is “critical”. WHO 1995. Cut-off values for public health significance. [www.who.int/nutgrowthb/en](http://www.who.int/nutgrowthb/en)

14. The situation in Mali remains dynamic. There is a high likelihood of military interventions supported by foreign countries and backed by the United Nations to end the occupation of the north by non-state armed groups, restoring Mali's territorial integrity.
15. With the establishment of the interim Government on 25 April 2012, new ministries were established, including the Ministry for Humanitarian Action, Solidarity and the Elderly, which has prioritized the needs of the population affected by the crisis in the north and has shown willingness to facilitate the international humanitarian response, as government assistance initiatives in the occupied areas are not possible. Following the former Prime Minister's forced resignation at the end of 2012 and designation of a new Prime Minister, there was a reshuffling of ministerial posts; however, WFP's main counterparts still remained the same, including the Ministry for Humanitarian Action.
16. In mid-2012, the Ministry for Humanitarian Action has established a Commission on Population Movement (*Commission Mouvement de Populations* - CMP) to ensure an effective identification of the IDPs throughout the country and a coordinated response between humanitarian partners and their government counterparts. The Commission works closely with the civil protection authority<sup>12</sup> as well as the Protection Cluster to keep track of the new IDPs and assess their needs. A first census of the displaced population was completed in October 2012 in coordination with the regional crisis committees and has been regularly updated since then. IDPs in the north have been mostly registered by local NGOs. Should the volatile situation in country cause increased population movements, the work of this Commission will be critical to ensure timely information is provided to all actors and adequate response is provided to new needs.

## **Policies, Capacities and Actions of Other Major Actors**

17. Faced with growing needs, the humanitarian country team has developed a strategy for 2013 to address the needs of 4.29 million affected people through a multi-sectoral response. The 2013 consolidated appeal process (CAP) requirements amount to US\$370 million and cover shelter and non-food items, water and sanitation, education, logistics, nutrition, protection, health, food security, common services, emergency telecommunications and coordination. The Government is also supported by bilateral donors. To support the Government's efforts, the humanitarian community, including United Nations agencies, NGOs and civil society, is focusing on the affected populations in the north and the IDPs and host communities in the south. To facilitate the humanitarian response in the north, the United Nations Country Team (UNCT) is looking into setting up a common United Nations office in Mopti and a back-up facility in San (in Ségou Region).
18. WFP also supports the humanitarian community in Mali through two special operations: 200521 "Provision of humanitarian air service" and 200534 "Logistics and emergency telecommunications cluster".

## **Coordination**

19. The United Nations cluster mechanism enables a harmonized and coordinated response among humanitarian actors and government counterparts across zones and sectors of intervention. There are nine activated clusters in Mali (Education, Food Security, Health, Nutrition, Logistics, Protection, Shelter, Telecommunications, Water and Sanitation). In

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<sup>12</sup> The civil protection authority is an entity attached to the Interior Ministry.

addition, regular meetings of the UNCT and the Humanitarian Country Team, attended by United Nations, NGO and donor representatives, allow for enhanced information sharing and joint decision-making.

20. WFP, the Food Security Committee (*Comité pour la Sécurité Alimentaire*, CSA) and the Food and Agriculture Organization of the United Nations (FAO) co-chair the Food Security Cluster. The CSA is part of the operational structure of the National Council for Food Security (*Conseil National pour la Sécurité Alimentaire*, CNSA) and the Technical Committee for Coordination and Monitoring of Food Security Programmes (*Comité technique de coordination et de suivi des programmes de sécurité alimentaire*, CCSPSA). The CNSA and the CCSPSA are the overall coordination mechanisms for food security in Mali. Through these various entities, WFP meets regularly with all relevant technical and financial partners in the country, most of which are also members of the broader Technical and Financial Partners' (*Partenaires Techniques et Financiers*) forum that coordinates international assistance to Mali.
21. Nutrition interventions are coordinated by the Nutrition Cluster under the lead of the United Nations Children's Fund (UNICEF) and the National Nutrition Division of the Ministry of Health, with active participation from WFP.
22. WFP coordinates with the International Committee of the Red Cross (ICRC) to ensure coverage and complementary activities in the north, with a plan validated by both organizations. Where ICRC provides general food distributions, WFP will complement with blanket supplementary feeding to prevent acute malnutrition, and where WFP implements targeted food distributions, ICRC will provide complementary non-food items, livestock feed and vaccinations, and support to vegetable production.

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## OBJECTIVES OF WFP ASSISTANCE

23. This EMOP is aligned with WFP Strategic Objective 1 (Save lives and protect livelihoods in emergencies), and will contribute towards Millennium Development Goals 1 (Eradicate extreme poverty and hunger), 2 (Universal education), 4 (Reduce child mortality) and 5 (Improve maternal health).
24. The EMOP's specific objectives are to:
  - improve the food consumption of targeted food-insecure displaced and other conflict-affected communities;
  - prevent acute malnutrition among children 6-59 months and pregnant and lactating women; and
  - treat moderate acute malnutrition among children 6-59 months and malnourished pregnant and lactating women.

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## BENEFICIARIES AND TARGETING

25. WFP plans to reach 564,000 vulnerable and food-insecure people across the country. Planned beneficiary numbers reflect the most-likely scenario developed by the Inter-Agency Standing Committee in November 2012 and agreements with other partners providing food assistance in Mali. WFP will respond to the identified food and nutrition needs through the following activities:

- targeted food assistance for 401,000 food-insecure people in the north (comprising IDPs, vulnerable host communities and other vulnerable households);<sup>13</sup>
- targeted food or cash assistance to 90,000 IDPs and 45,000 most vulnerable members of host communities in the south;
- blanket supplementary feeding (BSF) to prevent acute malnutrition among children 6-59 months and pregnant and lactating women in the north;
- targeted supplementary feeding (TSF) to treat malnourished children 6-59 months and pregnant and lactating women in the north; and
- emergency school feeding for 70,000 primary school children in Timbuktu, Gao and Kidal regions.

TABLE 1: BENEFICIARIES BY ACTIVITY TYPE				
Activity		Boys/Men	Girls/Women	Total
Targeted assistance	Food	243 045	247 955	491 000
	Cash	22 275	22 725	45 000
Prevention of acute malnutrition – children 6-59 months		45 045	45 955	91 000
Prevention of acute malnutrition – pregnant and lactating women		0	25 000	25 000
Treatment of moderate acute malnutrition – children 6-59 months		11 880	12 120	24 000
Treatment of malnutrition – pregnant and lactating women		0	2 400	2 400
Emergency school feeding		33 400	36 600	70 000
<b>Total (excluding overlap)</b>		<b>279 180</b>	<b>284 820</b>	<b>564 000</b>

\* The total number of beneficiaries has been adjusted to avoid double-counting of individuals assisted through more than one activity.

26. *Targeted food assistance:* The EFSA found that all population groups in the north were food-insecure. Therefore, in the north (Timbuktu, Gao, Kidal, and the three non-government held districts of Mopti),<sup>14</sup> WFP will assist all accessible moderately and severely food-insecure households: non-displaced people, displaced people, and host communities. In the south (Kayes, Koulikoro, Segou, Sikasso and government-controlled districts of Mopti region), WFP will assist 90,000 IDPs and host family members based on their food security situation. Special attention will also be given to households headed by women, those who have lost income and assets, and those with elderly or disabled people. WFP assistance to IDPs and host households in the south will be provided using the same modalities, as both groups were found to be equally vulnerable by the EFSA.

27. *Targeted cash assistance:* The market conditions in 2012/2013 appear to be more conducive for cash-based interventions than in 2011/2012. An analysis of the alpha values<sup>15</sup> show that cash transfers are generally more cost-effective compared to in-

<sup>13</sup> Based on the vulnerability indications provided by the EFSA and discussions with partners present in the non-government controlled northern regions, WFP estimates that 584,000 people will require food assistance in the north during 2013. WFP plans to reach 401,000 people in the north. This assistance will be complemented by other partners, including ICRC as per recent agreement.

<sup>14</sup> Youwarou, Tenenkou and Douentza.

<sup>15</sup> The alpha value compares the overall cost for WFP and its donors to deliver food to the beneficiaries with the local market value of the same commodities.



kind food in southern Mali. In line with discussions with members of the Food Security Cluster,<sup>16</sup> WFP will provide targeted cash assistance to 45,000 vulnerable IDPs and host family members in Bamako. Cash transfers will be disbursed through the use of SIM cards in mobile telephones. An evaluation of the WFP cash pilot project in 2012 in Koulikoro and Kayes regions is on-going and will inform WFP's implementation plan for 2013. Improvements will include the inclusion of a photograph on the beneficiary identification card, the establishment of complaint committees and mechanisms, and increased staffing on the cash activity. Risks will be monitored regularly and risk-mitigation measures will be detailed in the operational plan, including an alternative means for transfer in case of network failure, should security deteriorate. WFP Mali will continue to build its capacity, and that of its partners, on the design and implementation of cash-based interventions.

28. *Prevention of acute malnutrition:* Given the precarious nutrition situation, WFP will implement blanket supplementary feeding to prevent an increase in acute malnutrition. Nutritious food will be provided to all children 6-59 months and pregnant and lactating women in the north (regions of Timbuktu, Gao, Kidal and parts of Mopti).<sup>17</sup> Due to the lack of functioning health facilities in the north, the age group for children has been expanded to cover children 6-59 months (as opposed to children 6-23 months) to ensure that all children vulnerable to acute malnutrition are included. WFP assistance will be provided together with key nutrition and hygiene messages for mothers.
29. *Treatment of moderate acute malnutrition:* Targeted supplementary feeding will be implemented where health centres are functioning in the north. It will target children 6-59 months with moderate acute malnutrition and malnourished pregnant and lactating women. WFP will rely on cooperating partners' and community health workers' screening and referral capacities, as well as the functioning health centres' ability to manage acute malnutrition. WFP already implements targeted supplementary feeding in the south under the country programme.
30. *Emergency school feeding:* In collaboration with UNICEF, WFP will provide assistance to 70,000 primary school children in areas with high food insecurity (Timbuktu, Gao and Kidal regions). Support to school children will help prevent hunger and will provide an incentive to arrive on time and attend school until lunchtime. School attendance will also reduce the exposure of children to other risks. The number of beneficiaries is in line with the needs identified by technical advisors, the Education Cluster, and the sub-cluster focusing on northern schools.<sup>18</sup> WFP and UNICEF will work in close cooperation to ensure that targeted schools meet the minimum requirements.<sup>19</sup>
31. This EMOP has been carefully planned to ensure complementarity and avoid overlap with WFP country programme, which targets chronically food-insecure populations in the south of Mali, through food/cash for assets (114,000 beneficiaries), nutrition (234,000 beneficiaries) and school feeding (113,000 beneficiaries). The country programme also aims to strengthen the capacity of government counterparts and cooperating partners.

<sup>16</sup> Panel of food security partners in Mali, EFSA workshops, October 2012.

<sup>17</sup> Planned beneficiary figures are based on population statistics, assuming that children 6-59 months are 18 percent of the population and pregnant and lactating women are 5 percent of the population.

<sup>18</sup> This group is composed of 20 NGOs, both national and international, and civil society organizations based mainly in the north.

<sup>19</sup> While WFP will ensure the provision of enriched meals for school children, UNICEF will complement this assistance with non-food items such as school material.

## NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF CASH TRANSFERS

32. All food rations follow WFP nutrition guidelines. Table 2 below outlines the food rations and cash transfer value for each activity.

TABLE 2: DAILY FOOD RATION/ TRANSFER BY ACTIVITY (g/person/day)							
Commodity Type/ Cash	Targeted assistance		BSFP Children 6-59 months	BSFP PLW	TSF Children 6-59 months	TSF PLW	School feeding
	Food	Cash					
Cereals	400						150
Pulses	100						30
Vegetable oil	25			20		20	10
Salt	5						
Super Cereal	50			250		250	100
Plumpy'Sup <sup>TM</sup>			46		92		
Salt							2
Cash (US\$/person/day)		US\$0.39					
<b>Total</b>	<b>580</b>	<b>US\$0.39</b>	<b>46</b>	<b>270</b>	<b>92</b>	<b>270</b>	<b>292</b>
<b>Total kcal/day</b>	<b>2,100</b>		<b>250</b>	<b>1,116</b>	<b>500</b>	<b>1,116</b>	<b>1,345</b>
% kcal from protein	11%						
% kcal from fat	13%						
Number of feeding days	365	365	365	365	60	270	120

33. The targeted food assistance ration will provide 2,100 kcal per person per day and will consist of cereals, pulses, vegetable oil and salt, with Super Cereal to increase micronutrient intake. When possible, locally preferred food will be provided to beneficiaries; in northern Mali, WFP will strive to procure rice - the most culturally accepted cereal.

34. Under the targeted cash assistance, beneficiaries will receive US\$0.39 per person per day. This amount is equivalent to the cost of the targeted food assistance in-kind ration on local markets.

35. The blanket supplementary feeding ration for children 6-59 months will provide half a sachet of Plumpy'Sup<sup>TM</sup> per day. This product was widely accepted under the 2012 EMOP, and is easy to distribute. The ration for pregnant and lactating women will be Super Cereal and vegetable oil. Targeted supplementary feeding activities will follow the national protocol on acute malnutrition, providing 92 g of Plumpy'Sup<sup>TM</sup> per day. Pregnant and lactating women will receive Super Cereal and vegetable oil. Under school feeding, two daily meals will be provided: a morning porridge of Super Cereal and a midday meal consisting of cereal, pulses, vegetable oil and salt.

36. Table 3 below outlines the total food and cash requirements under this EMOP:

TABLE 3: TOTAL FOOD/CASH REQUIREMENTS BY ACTIVITY (mt/US\$)								
Commodity Type / Cash	Targeted assistance		BSF	BSF	TSF	TSF	School feeding	Total (mt or US\$)
	Food	Cash	Children 6-59 months	Pregnant and lactating women	Children 6-59 months	Pregnant and lactating women		
Cereals	71 686						1 260	72 946
Pulses	17 922						252	18 174
Vegetable oil	4 480			183		13	168	4 844
Salt	896						17	913
Super Cereal	8 961			2 281		162	840	12 244
Plumpy'sup™			1519		132			1 651
Cash (US\$)		\$6 470 216						6 470 216
<b>Total</b>	<b>103 945</b>	<b>\$6 470 216</b>	<b>1519</b>	<b>2464</b>	<b>132</b>	<b>175</b>	<b>2537</b>	<b>110 772</b>

## IMPLEMENTATION ARRANGEMENTS

37. *Partnerships*: Food distributions will be implemented in cooperation with sixteen NGO partners.<sup>20</sup> Selected partners were already operational in the targeted areas with a proven performance record and established links with the targeted communities. Since access to the north is restricted and the WFP sub-offices in Timbuktu, Gao and Kidal are temporarily closed, WFP will implement food distributions in 10 administrative districts (*cercles*) of Timbuktu, Gao and Kidal region through several NGO partners. WFP has also contracted a NGO partner for third-party monitoring in areas where WFP has limited access.

38. WFP works closely with UNICEF on nutrition issues, with shared responsibility for the management of acute malnutrition: while UNICEF is responsible for treatment of severe malnutrition, WFP supports treatment of moderate malnutrition. In 2012, UNICEF and WFP developed a joint nutrition strategy to respond to the crisis in Mali, in line with the global Memorandum of Understanding between the two agencies. These joint efforts will continue in 2013.

<sup>20</sup> Agency for Technical Cooperation and Development (ACTED), Reach Italia, Adventist Development and Relief Agency (ADRA), World Vision, *Welthungerhilfe*, Cooperative for Assistance and Relief Everywhere (CARE), Africare, Handicap International, Islamic Relief, *Solidarités* International, *Action Contre la Faim*, OXFAM, Norwegian Church Aid, Malian Red Cross, *Association pour le Développement Rural* (ADR), Association for Action Research for Development (AMRAD).

39. *Participation:* WFP and partners will use participatory approaches to engage beneficiaries in the selection of the most appropriate locations and times for food distribution to minimize travel time and security risks. Prior to distribution, information will be shared on targeting criteria and beneficiary entitlements. A simple chart indicating household sizes and associated rations will be displayed. WFP recognizes the critical role that women play in food management and family welfare, and endeavours to ensure women's leadership roles at various stages, from participation in community committees to the food distributions themselves. As much as possible, WFP will issue ration cards in the name of women and will encourage them to collect the food directly. Partners will be sensitized on gender and protection issues. WFP's goal is to contribute to the safety, dignity and integrity of targeted women, men, boys and girls.
40. *Procurement:* Mali is a landlocked country without access to the sea. The ports of Lomé, Cotonou, Tema and Dakar will be used but the delivery of internationally purchased commodities (nutrition products, pulses and vegetable oil) can take three to four months. When possible, WFP will procure food locally and regionally. Local cereal prices are below import parity, signalling good availability and local procurement opportunities.
41. *Logistics:* Because of increased security constraints, WFP will expand its warehousing capacity in Bamako to 30,000 mt. The Mopti warehouse, with a current capacity of 6,000 mt, will also be enlarged to preposition commodities for both the Mopti region and the north. Direct deliveries from Bamako will also be organized when necessary. WFP commodities will be transported by road or river by commercial transporters who have worked with WFP in the past and are experienced in overcoming access restrictions during the rainy season (June-October) and due to security concerns.
42. WFP sub-offices are currently functional in Mopti, Kayes and Koulikoro in the south. Given the situation in Mopti, WFP is to open a new sub-office in Sikasso and have an emergency back-up liaison office in Ségou.

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## PERFORMANCE MONITORING

43. WFP will use a comprehensive performance review plan to guide the process of monitoring and evaluating outcome and output indicators. Each component will be regularly assessed to measure performance and take corrective actions. Security permitting, WFP distribution and post-distribution monitoring will ensure accountability and address any implementation concerns. Where access for United Nations staff is restricted, monitoring may be outsourced to a third party agency.
44. A dedicated monitoring unit will strengthen data collection and analysis, and coordinate monitoring. Cooperating partners will be set responsibilities for reporting on implementation and achievements with WFP sub-offices monitoring on a sample basis. WFP beneficiary contact monitoring surveys will examine qualitative aspects, such as appreciation and utilization of services provided. WFP will organize EFSA surveys when needed. Food security monitoring will be undertaken regularly in the north. Food prices will be regularly monitored through market analysis.
45. Recent and ongoing food security and nutrition surveys will provide baseline data. The nutritional status of targeted populations will be closely monitored through

regular admission monitoring by third-party monitors in the north in partnership with UNICEF.

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## HAND-OVER STRATEGY

46. As the political and security situation in Mali is fluid, conditions are not yet in place to define a handover strategy for activities of this operation. The EMOP includes strengthening national systems and creating conditions to reach the targeted populations. Vulnerability assessments of displaced populations, along with market assessments, nutritional data, partner reports, and government priorities, will inform WFP's strategy over the course of the EMOP. WFP may modify its response strategy as necessary through a revision to the operation. If the political and security situation normalizes and the government recovers control of the northern regions, WFP country programme would be expanded to also cover the communities in the north.

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## RISK MANAGEMENT

### *Contextual risks*

47. A regional contingency plan formulated by the Inter-Agency Standing Committee (IASC) envisaged four scenarios for the situation in northern Mali in 2013: i) gradual deterioration without armed action; ii) intervention by the Malian army backed by ECOWAS and the international community; iii) political/military destabilization characterized by civil unrest; or iv) an offensive on southern Mali by armed groups. Activation of dormant terrorist cells in Bamako also represents an important security threat.
48. The most likely scenario is military interventions leading to deterioration in security in the south, particularly in Bamako and Mopti, the front-line hub for relief operations in the north. Intensification of the conflict would cause additional population displacements inside Mali and movements to neighbouring countries.
49. A deterioration of security in Bamako, the base for WFP and partners, would have a severe impact on operations. Restrictions on staff presence and movement would reduce the capacity for WFP to implement and monitor its operations. In addition to the regional plan, there is also an inter-agency contingency exercise for Mali, in view of the prevailing volatile political and security situation and existing risks.<sup>21</sup>

### *Programmatic risks*

50. Military interventions may cause risks for access to beneficiaries in areas where fighting takes place between government forces, likely to be supported by foreign countries, and non-state armed groups, in particular in the north and on the frontline areas. Relief activities would be affected by the shrinking humanitarian space and reduced access, with increased security risks for humanitarian personnel throughout the country due to direct and collateral impact of the interventions. In 2012, following non-state armed groups' occupation of northern Mali and subsequent evacuation of humanitarian personnel from these areas, it took a few weeks for partners to re-establish their presence and find an adequate *modus operandi* for the continuation of

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<sup>21</sup> This plan is Mali-specific as opposed to the regional contingency plans which also include the impact of the Mali crisis in the neighbouring countries.

assistance deliveries to beneficiaries. In light of renewed fighting and a possible broader military intervention, the current presence and implementation modalities could be jeopardized. As security risks may rise, with a possible expanded restriction of movement of United Nations personnel in the country if security levels rise to 5 in other regions, partners' presence and capacity in the north and elsewhere would be further limited. WFP and partners would have to adjust the delivery of assistance and distributions methods to evolving realities on the ground. WFP may have to increasingly rely on local entities and organizations for distribution and further explore alternative delivery options such as cross-border operations with neighboring countries.

51. In the scenario of broadened military interventions and combat with non-state armed groups, there would be a heightened risk of looting of WFP food stocks and assets, particularly in areas stricken by the fighting, and disruption or breakdown of the supply chain through the corridors. WFP is coordinating with Office for the Coordination of Humanitarian Affairs (OCHA), the United Nations Department of Safety and Security (UNDSS) and other partners to take into account the latest scenario and maintain risk-mitigation measures such as the use of third-party monitoring partners. In the event of military interventions, foreseen as very likely, the civil-military coordination would be immediately activated, under the lead of OCHA, to ensure the safety of humanitarian personnel working in combat zones and of assets. The Mali country office would ensure it has personnel dedicated to this critical task.

#### *Institutional risks*

52. Due to the volatility of the crisis, WFP risks inadequate capacity to adjust and react to movements of populations. WFP will be flexible in the use of tools, targeting and allocation of resources to increase response capacity.
53. While WFP's forward purchasing efforts are being made for food, there is still a risk of food pipeline breaks due to inadequate funding. WFP will communicate regularly with donors on the status of the crisis, anticipated needs and shortfalls.

### **Security Risk Management**

54. UNDSS raised the security level to 5 in the north (Gao, Kidal and Timbuktu regions) in April 2012, thus restricting United Nations staff presence beyond Mopti. The regions of Bamako, Kayes, Koulikoro, Mopti and Segou are currently at security level 4; security restrictions for travel for these regions have been tightened mainly due to a higher kidnapping threat and that Mopti is on the front line between government-controlled and non-government-controlled regions.
55. WFP has strengthened its security analysis and management capacity. If insecure, WFP can relocate the sub-office and logistics hub of Mopti to Ségou. WFP will also be looking into reinforcing alternative corridors such as Lome and Ougadougou and eventual prepositioning of food in neighbouring countries. In line with WFP corporate emergency preparedness and response package, WFP has completed its minimum preparedness actions and emergency readiness actions to ensure that the minimum level of preparedness is in place and to enhance its operational capacity for a response.

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## RECOMMENDATION

The Executive Director and Director-General of FAO are requested to approve the proposed Mali emergency operation 200525.

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## APPROVAL

.....

Ertharin Cousin  
Executive Director  
United Nations World Food Programme

Date: ... ..

.....

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

Date:.....

PROJECT COST BREAKDOWN			
Food <sup>22</sup>	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	72 946	28 788 776	
Pulses	18 173	8 814 148	
Oil and fats	4 844	4 480 547	
Mixed and blended food	13 896	11 543 000	
Others	913	82 159	
<b>Total food</b>	<b>110 772</b>	<b>53 708 630</b>	
Cash transfers		6 470 216	
Total food, cash and voucher transfers			60 178 846
External transport			7 733 760
Landside transport, storage and handling			40 522 681
Other direct operational costs			6 838 447
Direct support costs (see Annex I-B)			12 972 237
Total WFP direct costs			128 245 971
Indirect support costs (7 percent) <sup>23</sup>			8 977 218
<b>TOTAL WFP COSTS</b>			<b>137 223 189</b>

<sup>22</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>23</sup> The indirect support cost rate may be amended by the Board during the project.



## ANNEX I-B

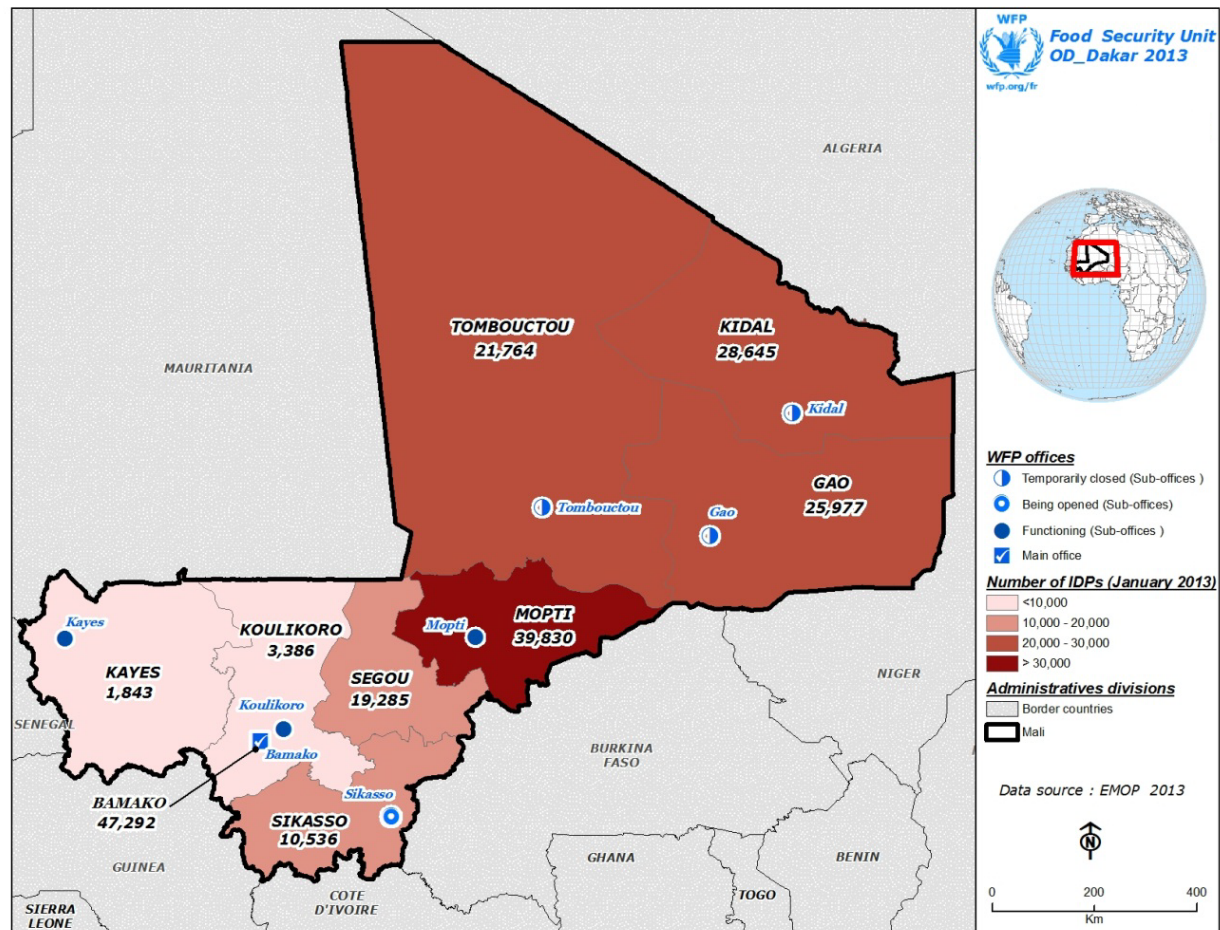
DIRECT SUPPORT REQUIREMENTS (US\$)	
<b>Staff and staff-related costs</b>	
International professional staff	3 237 917
Local staff - temporary assistance	1 283 800
Hazard pay and hardship allowance	219 720
International consultants	1 800 000
Local consultants	138 000
Staff duty travel	1 702 300
<b>Subtotal</b>	<b>8 381 737</b>
<b>Recurring expenses</b>	
Utilities general	107 400
Office supplies and other consumables	81 750
Communications and IT services	514 250
Equipment repair and maintenance	292 500
Vehicle running cost and maintenance	195 000
Office set-up and repairs	155 000
United Nations organization services	15 000
<b>Subtotal</b>	<b>1 360 900</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	132 600
TC/IT equipment,	499 000
Local security costs	2 598 000
<b>Subtotal</b>	<b>3 229 600</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>12 972 237</b>

## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<b>STRATEGIC OBJECTIVE 1: SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES</b>		
<b>Outcome 1</b> Stabilized acute malnutrition in children under 5 in targeted, emergency-affected populations	Prevalence of acute malnutrition among children under 5 is stabilized ( <i>Target: 10%</i> )  Supplementary feeding performance indicators for children 6-59 months and pregnant and lactating women in areas targeted areas: <ul style="list-style-type: none"> <li>• Default rate &lt;15%</li> <li>• Death rate &lt;3%</li> <li>• Recovery Rate &gt;75%</li> <li>• Non-response rate: &lt;10%</li> </ul>	No major outbreak of disease and epidemics  Complementary activities in - water, sanitation and hygiene; and - nutrition provided by UNICEF and other agencies
<b>Output 1.1</b> Food distributed in sufficient quantity and quality to targeted children under 5, pregnant and lactating women	<ul style="list-style-type: none"> <li>- Number of children under 5, pregnant and lactating women receiving fortified foods, complementary foods and special nutritional products, by gender and age group as % of planned figures</li> <li>- Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as % of planned distribution</li> <li>- Number of health centres assisted</li> </ul>	Food pipeline and assistance are predictable and stable  Security situation allows WFP and partners to implement and monitor activities
<b>Outcome 2</b> Stabilized enrolment of girls and boys at high risk of dropping-out from targeted primary schools	Retention rates for girls and boys in emergency-affected ( <i>Target: 70%</i> )	Government stability, resources and interest in partnerships will enable appropriate engagement Schools continue to operate

<b>Output 2.1</b> Food and non-food items distributed in sufficient quantity and quality to targeted girls and boys under secure conditions	<ul style="list-style-type: none"> <li>- Number of boys and girls receiving food, by gender and age group as % of planned figures</li> <li>- Tonnage of food distributed, by type, as % of planned distribution</li> <li>- Number of schools assisted</li> </ul>	Food pipeline and assistance are predictable and stable
<b>Outcome 3</b> Improved food consumption over assistance period for targeted emergency-affected households	Household food consumption score (Baseline will be established during the first trimester of this operation; <i>Target: &gt;21 for 80% of targeted households</i> )	<p>The operation receives adequate funding from donors and in time to procure/ship food in time</p> <p>Security situation allows WFP and partners to implement and monitor Activities</p>
<b>Output 3.1</b> Food and non-food items distributed insufficient quantity and quality to targeted women, men, girls and boys under secure conditions	<ul style="list-style-type: none"> <li>- Number of men, women, boys and girls receiving food, by gender and age group as % of planned figures</li> <li>- Tonnage of food distributed, by type, as % of planned distribution</li> <li>- Number of security incidents</li> <li>- Number of men, women, boys and girls receiving cash, by gender and age group as % of planned figures</li> <li>- Total amount of cash transferred to beneficiaries (US\$)</li> <li>- Number of women collecting cash transfers</li> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- Government and partners assume their duties and responsibilities</li> <li>- Diversion of assistance can be prevented through beneficiary verification and monitoring</li> </ul>

### ANNEX III – MAP OF EMOP MALI 200525 - LOCATIONS OF IDPs



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## ACRONYMS USED IN THE DOCUMENT

ACTED	Agency for Technical Cooperation and Development
ADR	<i>Agence pour le Développement Rural</i>
ADRA	Adventist Development and Relief Agency
AMRAD	Association for Action Research for Development
BSF	blanket supplementary feeding
CAP	consolidated appeal process
CARE	Cooperative for Assistance and Relief Everywhere
CCSPSA	Technical Committee for Coordination and Monitoring of Food Security Programmes ( <i>Comité technique de coordination et de suivi des programmes de sécurité alimentaire</i> )
CMP	Commission on Population Movement ( <i>Commission Mouvement de Populations</i> )
CNSA	National Council for Food Security ( <i>Conseil National pour la Sécurité Alimentaire</i> )
CSA	Food Security Committee ( <i>Comité pour la Sécurité Alimentaire</i> )
ECOWAS	Economic Community of West African States
EFSA	emergency food security assessment
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FEWS-NET	Famine Early-Warning System Network
GAM	global acute malnutrition
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IOM	International Organization for Migration
MUAC	mid-upper arm circumference
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
OXFAM	Oxford Committee for Famine Relief
SAP	early warning system ( <i>Système d'Alerte Précoce</i> )
SIM	subscriber identification module (for mobile telephones)
SMART	Standardized Monitoring and Assessment of Relief and Transition
TSF	targeted supplementary feeding
UNCT	United Nations Country Team
UNDSS	United Nations Department of Safety and Security
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	United Nations World Food Programme
WHO	World Health Organization