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PROTRACTED RELIEF AND RECOVERY OPERATIONS – MALI 200719

Saving Lives, Reducing Malnutrition and Rebuilding Livelihoods

Number of beneficiaries	2,610,790
Duration of project	3 years (1 January 2015–31 December 2017)
Gender marker code*	2A
WFP food tonnage	150,856 mt
Cost (United States dollars)	
Food and related costs	183,214,847
Cash/vouchers and related costs	44,246,845
Capacity development and augmentation	10,155,619
Total cost to WFP	310,406,569

*<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for approval.

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

Regional Director, OMD*: Ms D. Brown Email: denise.brown@wfp.org

Country Director: Ms S. Haydock Email: sally.haydock@wfp.org

Should you have any questions regarding availability of documentation for the Executive Board, please contact the Conference Servicing Unit (tel.: 066513-2645).

* Dakar Regional Bureau (West Africa)

EXECUTIVE SUMMARY

Mali is recovering from the pastoral crisis, drought and political instability of recent years, which exacerbated food insecurity, eroded coping capacities and weakened the resilience of vulnerable populations. The security situation in northern Mali remains volatile; renewed clashes could again trigger population movements, disrupt livelihoods and create protection risks.

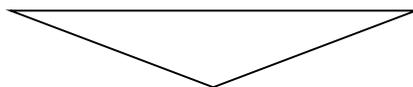
Food insecurity affects 1.5 million people who have exhausted traditional coping mechanisms and require humanitarian assistance, food and nutrition support and early-recovery activities to restore livelihoods.

Working with partners, this operation will assist 1.1 million beneficiaries in vulnerable communities each year; it will maintain emergency-response capacity, protect beneficiaries and promote women's participation. WFP will address the needs of other food-insecure populations through advocacy and capacity augmentation.

People affected by conflict, disaster or seasonal stress will be assisted with food, specialized nutritional products, vouchers or cash; undernutrition will be addressed through blanket and targeted supplementary feeding programmes for children and pregnant and lactating women. Asset creation and rehabilitation will support recovery. Local purchases will increase market access for smallholder farmers. Nutritious fortified foods will be provided as a safety net for vulnerable primary schoolchildren to address short-term food insecurity and reduce micronutrient deficiencies. The operation links crisis response, asset creation, access to markets and human capital development in communities vulnerable to food and nutrition insecurity.

This operation, designed in consultation with all stakeholders, is aligned with Strategic Objectives 1, 2 and 4 and Millennium Development Goals 1 and 4. It implements the country strategy and is aligned with the 2015–2019 United Nations Development Assistance Framework/Integrated Strategic Framework and national policies and programmes.

DRAFT DECISION*



The Board approves the proposed protracted relief and recovery operation Mali 200719 “Saving Lives, Reducing Malnutrition and Rebuilding Livelihoods” (WFP/EB.2/2014/8-B/3).

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

SITUATION ANALYSIS

Context

1. Mali is recovering from the 2012 political and security crisis: presidential and legislative elections were held in 2013, a commission is investigating human rights violations. Many internally displaced persons (IDPs) have returned to northern Mali, but 138,000 remain displaced. The Office of the United Nations High Commissioner for Refugees (UNHCR) estimates that in addition 102,000 of 132,600 refugees will have returned home by the end of 2017.¹
2. The security situation remains volatile despite the presence of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), the French army and Malian forces. Armed groups in the north could trigger new population movements, disrupt livelihoods and pose protection risks.²
3. Despite gradual economic recovery, challenges remain. The 2013 human development index ranked Mali 176th of 187 countries. Per capita income is USD 660; of the 17 million population 47.4 percent live in poverty, and urban population growth is 4.8 percent, twice that of rural areas. Mali ranks 141st of 148 countries in gender inequality;³ women own 4 percent of farmland and only 20 percent of women have access to land.
4. The adult literacy rate is 31.1 percent – 18.8 percent for women and 41.1 percent for men. School enrolment is 72 percent for girls and 87 percent for boys; 50 percent of primary school teachers are untrained³ and there is a lack of quality education facilities.
5. Life expectancy is 51.9 years, mortality among children under 5 is 178/1,000 live births and maternal mortality is 540/100,000. Only 73 percent of the population have access to safe drinking water, and only 33 percent of rural households have sanitation facilities. Health facilities and staff are few. Access to electricity and housing is limited, particularly in rural areas.

Food Security and Nutrition

6. Mali is recovering from the 2010 pastoral crisis and the 2011 drought. Coping mechanisms include reducing meals, selling assets and purchasing cheaper food. Chronic food insecurity is correlated with poverty and affects 25 percent of rural households,⁴ mainly in the north (Timbuktu, Gao and Kidal) and the Sahelian band (Kayes, Koulikoro, Ségou and Mopti). Vulnerable populations have exhausted their coping mechanisms⁵ and food insecurity is likely to remain at high levels, particularly in view of drought and instability in the north. The food security and resilience of vulnerable households needs to be enhanced, especially with regard to drought.⁶ Recent trends of deteriorating food security, increasingly frequent

¹ UNHCR, June 2014.

² The Tuareg *Mouvement national de libération de l'Azawad* controls Kidal region; new peace talks are ongoing.

³ United Nations Development Programme (UNDP). 2013. *2013 Human Development Report*. New York.

⁴ Comprehensive food security and vulnerability analysis (CFSVA), March 2009.

⁵ Average livestock size decreased by 40 percent between September 2009 and March 2010; in 2011, 60 percent of rural households did not harvest, and production covered needs for 3–4 months instead of 6–9 months. Lack of pasture caused livestock losses. Conflict in northern Mali has displaced 240,000 people and disrupted markets, reduced food availability and incomes and decimated livestock. Cereal production is 4 percent below average and 14 percent below the 2013 level, and pasture conditions are likely to decline.

⁶ Mali's risk preparation index is 18/100.

droughts and floods, and environmental degradation indicate a need to use a resilience approach to restore food security and livelihoods.

7. Those most vulnerable to food insecurity are farmers in the Sahelian band, pastoralists in the north, IDPs and returnees,⁷ populations affected by disaster or seasonal stress, malnourished pregnant and lactating women and children under 5.
8. Grain markets function well in non-drought years, but the 2011/12 drought caused food prices to double. In 2012, insecurity in the north disrupted food supplies and livestock prices fell.⁸ Cereal markets recovered in 2013 as traders and transporters increased their activity.
9. Severe malnutrition requires urgent action: 9 percent of children under 5 are acutely malnourished, of whom 1.9 percent are severe cases. In Timbuktu, Gao and the southern region the prevalence rate is close to the 15 percent “critical” threshold; in Bamako and Ségou the situation is serious.⁹ Stunting among children under 5 is 38.3 percent, underweight 25.5 percent and anaemia 82 percent.¹⁰ Anaemia among women of reproductive age is 51 percent. Iodized salt is not consumed in 20 percent of households, and 33 percent of infant deaths are associated with undernutrition.¹¹
10. Stunting and wasting are the result of insufficient food, disease, limited access to health services, clean water and sanitation, and inadequate hygiene and childcare.⁴

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Government

11. The Government Action Programme (2013–2018) identifies reconstruction and development priorities, and the Strategic Framework for Growth and Poverty Reduction (2014–2017) promotes economic growth. Food security and nutrition are addressed by the national food security strategy, the national food security programme (2011–2015) the national nutrition policy (2013–2021) and multisectoral nutrition action plan (2014–2018). The national school feeding policy (2009) governs school feeding.

Coordination

12. The Food Security Commissariat manages national food stocks and is responsible for the 2014–2015 National Response Plan for food and nutrition challenges; it plans and coordinates distribution of food assistance in disaster-affected areas. The Ministry of Solidarity, Humanitarian Affairs and Reconstruction of the North coordinates food assistance for conflict victims, the Ministry of Interior and Civil Protection coordinates emergency planning, the Ministry of Rural Development handles resilience and agricultural programmes, the Ministry of Education runs school feeding, and the Ministry of Health leads the Scaling Up Nutrition (SUN) and Renewed Efforts Against Child Hunger (REACH)

⁷ IDP food security assessment, August 2012.

⁸ Famine Early Warning Systems Network, April–September 2012.

⁹ Surveys in 2011 and 2013.

¹⁰ Demographic and health survey, 2012/13.

¹¹ United Nations Children’s Fund (UNICEF), 2010.

initiatives. The Ministry of Foreign Affairs, African Integration and International Cooperation oversees WFP's activities.

Other Actors

13. United Nations organizations operate under the 2013 United Nations Joint Framework to Support Transition in Mali (2013–2014). The United Nations country and humanitarian teams coordinate food security responses. WFP leads the technical and financial partners' sub-group on food security and nutrition, co-leads the food security cluster with the Food and Agriculture Organization of the United Nations (FAO), and is a member of the nutrition, education and protection clusters and the Inter-Agency Task Force for the Prevention of Sexual Exploitation and Abuse. WFP provides United Nations Humanitarian Air Services under special operation 200521. The Inter-Agency Standing Committee clusters coordinate the work of United Nations agencies and non-governmental organizations (NGOs).

OBJECTIVES

14. Protracted relief and recovery operation (PRRO) 200719 aims to save lives, promote stability and contribute to achieving Zero Hunger by:
- responding to immediate food security and nutrition needs of IDPs and returnees and protecting people affected by disasters and seasonal stress (Strategic Objective 1);
 - supporting the recovery and stability of communities affected by shocks (Strategic Objective 2);
 - treating moderately malnourished children under 5 and pregnant and lactating women (Strategic Objective 4); and
 - providing a safety net for vulnerable primary schoolchildren (Strategic Objective 4).
15. The operation is aligned with Strategic Objectives 1, 2 and 4,¹² Millennium Development Goals 1 and 4,¹³ the United Nations Development Assistance Framework (2015–2019) and national policies and programmes.

WFP RESPONSE

Assistance to Date

16. Emergency operation (EMOP) 200525 assists 1.3 million beneficiaries, primarily in northern Mali. The 2014 evaluation found the operation to be relevant and appropriate despite access and capacity constraints. Recommendations included improving cooperating partner capacities; reinforcing monitoring and evaluation (M&E); enhancing food and nutrition security analysis; decentralizing nutrition capacity; including displaced and/or mobile populations in school feeding and nutrition activities; and sharing knowledge to harmonize implementation approaches. In response to its recommendations the country office is preparing a three-year capacity-development plan, improving M&E and working with FAO and the United Nations Children's Fund (UNICEF) to assist mobile populations.

¹² Strategic Objective 1 – Save lives and protect livelihoods in emergencies; Strategic Objective 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies; and Strategic Objective 4 – Reduce undernutrition and break the intergenerational cycle of hunger.

¹³ Millennium Development Goals 1 – Eradicate extreme poverty and hunger; 4 – Reduce child mortality.

Twice-yearly lessons-learned workshops with government and non-government partners are planned.

17. Country programme (CP) 105830 (2008–2013) assisted 2.8 million people; it was extended until December 2014 and targeted 1 million people in 2014.
18. Since 2009, the Purchase for Progress (P4P) pilot has procured 29,000 mt of cereals and beans from smallholders through 11 strengthened farmers' organizations, including two women's associations, accounting for 35 percent of 2012/13 procurement.
19. EMOP 200525 will be discontinued, and PRRO 200719 will be WFP's main operation, complemented by the extended CP, which will help prevent stunting and build resilience. The number of WFP beneficiaries will decrease by 1 million people as WFP concentrates on the most vulnerable areas and targets areas accessible to Government and partner interventions.¹⁴

Strategy

20. The operation, which is based on an integrated contextual analysis,¹⁵ uses a combined approach to enhance resilience and to reduce hunger and malnutrition in different areas by linking crisis response, asset creation, market access and human capital development.

⇒ *Responding to immediate food security and nutrition needs*

21. Food, cash or vouchers will support beneficiaries affected by conflict and disaster; seasonally stressed populations, including pastoralists, will be assisted to protect assets and livelihoods. Blanket supplementary feeding (BSF) will ensure that children aged 6-23 months and pregnant and lactating women maintain their nutritional status during the lean season. Prolonged assistance for able-bodied beneficiaries will become conditional; for those unable to work it will be unconditional.
22. WFP will enhance emergency preparedness and response capacities in the Ministry of Solidarity, Humanitarian Affairs and Reconstruction of the North, the Ministry of the Interior and Civil Protection, the Food Security Commissariat and community-based organizations, and will continue its technical and training support for the early-warning system with a view to setting up a food security monitoring and analysis system. WFP will support the Government in elaborating a food security policy.

⇒ *Enhancing community recovery and promoting stability by increasing assets and access to food*

23. Food and cash transfers will support conservation, income-generation and the construction of water-management structures to promote livelihood recovery and resilience, in line with the United Nations Development Assistance Framework. Labour-constrained households

¹⁴ The number of beneficiaries receiving assistance for moderate acute malnutrition will remain constant, but the number of people receiving unconditional assistance will fall. Some of WFP's resilience and school feeding activities will be transferred back to the Government and other partners; they had been included in the CP because the Government was not able to assist them during recent crises.

¹⁵ Combines data on food security, nutrition and other factors to determine risks to vulnerable populations and identify priority areas.

and pregnant and lactating women will be able to benefit;¹⁶ gender considerations will guide participant selection.¹⁷

24. Building on P4P pilot phase achievements, WFP will enhance the marketing capacities of farmers' organizations and collaborate with the Ministry of Rural Development and other partners – particularly FAO – to improve the value chain for local crops. Asset-creation and local food procurement will complement Mali's Global Alliance for Resilience (AGIR).

⇒ *Treating moderate malnutrition*

25. Targeted supplementary feeding will treat moderate acute malnutrition (MAM) in children aged 6–59 months and pregnant and lactating women. Behaviour change communication and nutrition interventions will be complemented by activities promoting access to water and sanitation, child feeding, food fortification and home food production in collaboration with partners.

26. WFP will support the national nutrition policy and multi-sector plan of action, SUN and REACH by promoting the coordination of nutrition interventions through the Ministry of Health.

⇒ *Providing a safety net for primary schoolchildren – particularly girls – by addressing food insecurity and reducing micronutrient deficiencies*

27. WFP will continue to provide fortified foods for children to reduce micronutrient deficiencies and will help the Government to provide a safe primary school environment to encourage enrolment and attendance in particularly vulnerable areas. Daily cooked meals and take-home rations (THRS) for girls will help to reduce the gender gap and discourage the withdrawal of children from school. WFP will also augment capacities in the Ministry of Education, particularly the National Centre for School Feeding.

Hand-Over

28. WFP will promote government ownership of food security and nutrition programming and will facilitate gradual hand-over of the school feeding programme. Food assistance for assets (FFA) in partnership with other actors will promote community resilience. WFP will support the Government in taking over REACH nutrition coordination in 2015.

BENEFICIARIES AND TARGETING

29. WFP will assist 1.1 million beneficiaries per year, totalling 2.6 million during the three years of PRRO 200719.¹⁸ Vulnerable households will be targeted in the geographic locations identified by integrated contextual analysis in collaboration with partners, local authorities and communities using tools such as the household-economy approach. Targeted supplementary feeding for caregivers of malnourished children will operate nationwide.

30. WFP will continue to enhance government and partner capacities to monitor food security and to improve beneficiary counting, targeting, the timing of interventions, post-distribution monitoring and seasonal livelihood programming (SLP).

¹⁶ Activities for women include seed production, gardening and asset management.

¹⁷ Income-generating activities conducive to women's work include seed production, gardening and management of created assets.

¹⁸ Totals are adjusted for overlaps among activities and over the three years.

General Food Distribution

31. Food assistance for IDPs and returnees will be coordinated with the Government, UNHCR, the International Organization for Migration and NGOs. WFP will phase out assistance for the most vulnerable IDPs¹⁹ by 2017 if returns are completed. Populations affected by disasters and conflict will receive immediate assistance, which will be extended if necessary. During the lean season, needy households identified by the harmonized framework will receive assistance.

Food Assistance for Assets

32. This will support food-insecure communes in the north and in the Sahelian band, and resilience-building will be based on participatory approaches in consultation with the Government, partners and communities. SLP and community-based participatory planning approaches will be used to develop community-specific, resilience-building operational plans for particular groups and livelihood zones, and identify complementary interventions such as fuel-efficient stoves. Plans will be accepted only if they provide for equitable access to lands and assets by vulnerable people; work norms agreed by WFP and the Government in 2013 will be applied. WFP and FAO are planning pastoralist asset-management schemes for the north.

Market Access

33. The marketing capacities of 21 farmers' organizations in four southern and central regions will be enhanced to improve sales of cereals and *niébé* (*Vigna unguiculata*, black-eyed pea); an extension of P4P to the north is also envisaged. Forward contracting for some foods, along with other procurement modalities, will help to stimulate demand and harmonize or balance prices so that local products can be competitive with international purchases. WFP will encourage women farmers to participate, particularly by purchasing crops cultivated by women.

Nutrition

34. Beneficiaries of targeted supplementary feeding (TSF) will account for 70 percent of the estimated total number of beneficiaries: they will be screened at health centres, and cooperating partners will reinforce community screening and referral to increase the coverage of MAM treatment. Admission and discharge will conform to national protocols.
35. Blanket supplementary feeding and general food distribution (GFD) during the lean season will prevent increases in acute malnutrition in communes where global acute malnutrition rates identified through annual Standardized Monitoring and Assessment of Relief and Transitions (SMART) surveys exceed 15 percent or are above 10 percent and may deteriorate.

School Feeding

36. This will support children in food-insecure towns in the north and the Sahelian band, 76 percent of which are prioritized by the National Programme for Food Security. WFP will focus on the most vulnerable areas; partners will operate in the south. WFP and the Ministry of Education will jointly select the public primary schools that will benefit from the national school feeding programme. Millet and *niébé* will be procured locally when

¹⁹ Partners found that some IDPs were less vulnerable than other IDPs or host communities, and therefore not in need of food assistance.

possible. School feeding will provide a platform for partners’ health and nutrition interventions, encourage community ownership and enhance participation in school-management committees. Take-home rations will be given to girls with 80 percent attendance.

37. WFP will assist the remaining vulnerable populations by: i) advocating for national food security, nutrition and safety nets; ii) supporting the Operational Action Plan for Implementation of the National Food Security System ²⁰; iii) investing in food security and nutrition preparedness; iv) procuring from smallholders and improving risk management among farmers’ organizations; and v) advising partners on interventions.

Figure 1: Agricultural calendar during non-crisis years

JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
Off-season harvest (rice, gardening)			Land preparation		Planting		Main harvest				
				Rainy season							
			Pastoral lean season								
					Agricultural lean season						

Figure 2: Timing of WFP activities

JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
GFD – IDPs, returnees, natural-disaster affected (depending on needs)											
TSF (year-long)											
					GFD – Seasonally stressed and BSF*						
				Food assistance for assets							
Cash for assets					Cash for assets						
School feeding						School feeding					
Local procurement					Local procurement						

* WFP lean-season support will be provided earlier in pastoral areas.

²⁰ WFP will help to build capacities for food management and storage, early-warning and market analysis in the national food-security system.

TABLE 1: BENEFICIARIES BY ACTIVITY					
Activity	2015	2016	2017	Total	% women
GFD					
Natural disaster-affected population	50 000	50 000	50 000	150 000	50.5
Returnees: food	33 600	22 500	21 000	77 100	50.5
Returnees: cash/vouchers	8 400	7 500	9 000	24 900	50.5
IDPs: food	55 700	18 000	-	73 700	50.5
IDPs: cash or vouchers	13 900	6 000	-	19 900	50.5
Stressed population: food	300 000	234 375	175 000	381 875	50.5
Stressed population: cash/vouchers	75 000	78 125	75 000	105 625	50.5
Nutrition					
BSF children 6–23 months	89 580	92 201	114 768	296 549	50.5
BSF pregnant and lactating women	44 089	45 382	56 510	145 981	100
TSF children 6–59 months ^a	223 833	230 411	198 442	652 686	50.5
TSF pregnant and lactating women	42 730	43 987	45 265	131 982	100
School feeding					
School meals ^b	226 418	238 847	251 745	251 745	47
Take-home ration ^c	91 199	96 124	101 315	101 315	100
Recovery activities					
FFA: food/cash	190 000	247 500	277 500	715 000	50.5
TOTAL	1 444 449	1 410 942	1 375 545	4 230 936	
Adjusted total	1 160 568	1 115 678	1 066 324	2 610 790d	

^a The downward trend since 2011 in MAM among these children is likely to continue during PRRO 200719 as a result of prevention and treatment. The 2015 and 2017 beneficiary numbers take this trend into account.

^b Includes 3,500 cooks per year receiving family rations.

^c A monthly five-member family ration for girls.

^d Adjusted for beneficiary overlaps over the three years.

NUTRITION, RATIONS, CASH AND VOUCHERS

38. Returnees will receive a three-month repatriation package, vulnerable IDPs will be assisted for 12 months per year and stressed populations for the lean season; the modality will depend on location and market conditions. Populations affected by disaster will receive food assistance for three months. GFD will provide 2,085 kcal/person/day. Cash transfers equivalent to USD 0.5/person/day will be preferred for returnees and seasonally stressed beneficiaries; vouchers will be preferred for IDPs mainly in urban settings. The modality will depend on cost-efficiency analysis, the presence of financial service providers, security and the capacities of cooperating partner and retailers.

39. Asset creation beneficiaries will work a maximum of 90 days, with WFP assistance in the form of food, cash or both depending on season and location.²¹ Family rations provide 2,194 kcal/person/day. To prevent disruption of the labour market, USD 3.1 will be transferred per day, per participant, for a family of six.²² The value of cash or voucher transfers will be regularly reviewed and adjusted to accommodate food price and labour cost changes.
40. Children aged 6–59 months with MAM will be assisted for 60 days, pregnant and lactating women for 180 days. The supplement provides 500 kcal a day for children and 1,161 kcal for mothers. Children aged 6–23 months and pregnant and lactating women will receive BSF for 120 days.
41. School pupils and cooks in vulnerable communes will receive hot meals providing 692 kcal per day for 180 days per year; de-worming tablets and micronutrient powder will be included.²³ Girls will receive monthly THR of 3.6 kg of fortified vegetable oil. The cost per child per year is USD 56 for cooked meals and USD 123 for THR.²⁴

TABLE 2: RATION/TRANSFERS BY ACTIVITY (g/person/day)

	GFD		Assets		Nutrition			School feeding	
	Food	Cash/ vouchers	Food	Cash	BSF children	TSF children	PLW	Food	THR
Cereals	400	-	450	-	-	-	-	150	-
Pulses	100	-	100	-	-	-	-	30	-
Vegetable oil	25	-	25	-	-	-	25	10	25
Salt	5	-	5	-	-	-	-	2	-
SuperCereal with sugar (CSB+)	50	-	-	-	-	-	250	-	-
SuperCereal Plus (CSB++)	-	-	-	-	200	-	-	-	-
Plumpy'Sup	-	-	-	-	-	92	-	-	-
Micronutrient powder	-	-	-	-	-	-	-	0.4	-
Cash/vouchers (USD)	-	0.5	-	3.1	-	-	-	-	-
Total	580	-	580	-	200	92	275	192.4	25
Total kcal/day	2 085	-	2 194	-	787	500	1 161	692	221
% Kcal from protein	14	-	10	-	17	10	13	14	-
% Kcal from fat	18	-	12	-	23	55	35	19	100
Feeding days per year	Natural disaster: 90 Returnees: 90 IDPs: 360 Stressed: 120		90		120	60	TSF: 180 BSF: 120	180	180

²¹ CP and EMOP experiences have shown that the average distribution ratio for cash and food is 5:4.

²² Amount corresponds to the daily national agricultural wage.

²³ Based on WFP research, acceptability study and nutrition sensitization.

²⁴ USD 56 for school meals is considered “acceptable”; USD 123 for THR is considered “high”.

TABLE 3: FOOD/CASH AND VOUCHER REQUIREMENTS BY ACTIVITY (mt/USD)						
	GFD	FFA	BSF	TSF	School feeding	Total
Cereals	52 838	12 870	-	-	20 450	86 158
Pulses	13 210	2 860	-	-	4 090	20 160
Vegetable oil	3 302	715	438	594	10 715	15 764
Salt	660	143	-	-	273	1 076
Mixed and blended foods	6 605	-	11 497	9 542	-	27 647
Micronutrient powder	-	-	-	-	51	51
Total food (mt)	76 616	16 588	11 935	10 136	35 580	150 856
Total cash and vouchers (USD)	18 390 000	18 470 833	-	-	-	36 860 833

IMPLEMENTATION

42. Nutrition will be a major consideration in all activities. In the north and parts of Ségou region, BSF will be linked to lean-season support; recovery activities will be concentrated in areas targeted by integrated contextual analysis. FFA will address priorities such as enhanced access to clean water. School feeding and FFA will promote reforestation and gardens near schools; home-grown school feeding will link school feeding with FFA and P4P, using local purchases to support smallholders and create agricultural assets, storage facilities and promote capacity development.
43. The convergence of the work of WFP and its partners, and flexible context-specific implementation will enable WFP to meet needs with the right assistance at the right time. A budget revision or a new EMOP are options if humanitarian needs increase significantly. Local purchases and marketing assistance for smallholders could be scaled up.

Community Participation

44. The participatory planning approach ensures community leadership; committees will monitor implementation. WFP will maximize participation by women and vulnerable groups. Partnerships with experienced NGOs that have links with local groups will enhance beneficiary and community participation; third-party monitors will be involved in outreach and feedback. A feedback mechanism will be established for beneficiaries.

Partnerships

45. WFP's work will be linked with government policies and with other United Nations agencies, the International Committee of the Red Cross, the national Red Cross Society and NGOs. WFP will enhance capacities for oversight, planning and coordination through capacity augmentation; collaboration with communities will support programme complementarity and eventual hand-over. WFP will continue to collaborate with the World Bank, the African Development Bank and the European Commission Humanitarian Office to complement safety-net programming. SLP will strengthen coordination at regional and local levels.

46. WFP will continue to address acute malnutrition with UNICEF, the World Health Organization and others through the 2013 multisectoral nutrition action plan. WFP will continue to work with partners to harmonize approaches and develop strategies that address other underlying causes of malnutrition. WFP and UNICEF will target the same schools and collaborate in developing essential learning packages in schools.
47. WFP participates in AGIR, and will coordinate its interventions with FAO in line with the Letter of Understanding, particularly in resilience, asset-creation, community natural resources management and support for pastoralists, farmers' associations, school gardens and nutrition awareness; P4P will help with the economic development of targeted households. Government and other partner technical expertise and services will increase the effectiveness of WFP's implementation.
48. WFP signed agreements with NGOs with proven track records for accountability and effectiveness and will explore geographic stand-by agreements for timely response to shocks. Technical supervision will be a collaborative arrangement between decentralized government services and WFP cooperating partners.

Procurement and Logistics

49. WFP will continue to ship food through several corridors to maximize cost efficiency and reduce lead times: Lomé–Mopti will account for 45 percent, Cotonou–Gao for 25 percent and Dakar–Bamako for 30 percent. Forty-five percent of food will be purchased locally – mainly cereals and *niébé* – 37 percent internationally and 18 percent regionally. Commercial transporters will deliver food to warehouses for hand-over to cooperating partners. Stocks obtained through either the regional or in-country Forward Purchase Facility will promote on-time delivery of food, which will be tracked by the Commodity Movement, Processing and Analysis system to ensure accountability.
50. When necessary, WFP will increase temporary storage facilities near central warehouses. Food will be pre-positioned in areas that could become inaccessible during a disaster.

Gender and Protection

51. Gender and protection are to be mainstreamed: this will involve men and community leaders in nutrition issues and programmes to improve women's empowerment; and assessing the impact of WFP activities on people of all ages and both sexes, in consultation with local actors. Field-level do-no-harm analysis of protection issues will also be conducted regularly to understand and support beneficiaries' own protection measures. The 2009 gender policy and its corporate action plan, and the 2012 humanitarian protection policy, will be applied.

Transfer Modalities

52. Transfer modalities will include food, vouchers or cash as appropriate, with attention to security, market analyses and monitoring findings. Most emergency assistance will be in the form of food, particularly in rural areas; cash and voucher assistance for GFD will be gradually scaled up. For asset creation, food will be distributed during the lean season and cash in the post-harvest period. Cooked meals fortified with micronutrient powder are preferred for school feeding; vegetable oil will be used for take-home rations.
53. A cost-efficiency analysis in 2014 showed potential for cash interventions, but a macro financial assessment classified Mali's capacity for cash and voucher (C&V) scale up as "medium". Market studies indicate the suitability of cash-based interventions, including in

the main northern towns.²⁵ Capacity of existing financial service providers and traders/retailers is deemed adequate.

54. WFP will increase C&V transfers from 22 percent of beneficiaries in 2015 to 26 percent in 2017 but security is a concern in the north, where most beneficiaries are located. The Government has asked WFP to increase local procurement to support smallholders. WFP has a roster of financial service providers and will continue to use its thorough tendering process. WFP will monitor market prices using *l'observatoire du marché agricole* publications, sub-offices and partners. Existing systems for beneficiary identification, verification, registration and distribution will be used.
55. On the basis of experience in EMOP 200525, WFP will use vouchers where possible to increase food consumption;²⁶ electronic systems will be introduced where possible. A business-to-business system is being implemented in Gao and will be extended where possible. WFP will contract wholesalers to reduce costs and will ensure that local procurement is prioritized; a cost-benefit analysis will be carried out after the pilot phase.

Non-Food Inputs

56. Asset creation and rehabilitation will provide materials and equipment for construction, agriculture and water management. Nutrition interventions will supply cooking demonstration kits, community storage and motorcycles for mobile teams. School feeding will require utensils, hand-washing kits, uniforms and weighing scales. Farmers' organizations will receive warehouse and post-harvest equipment.

PERFORMANCE MONITORING

57. The M&E strategy will provide guidance on tools and reporting, ensure that findings lead to dialogue and decision-making at the household level and advise on programme quality.²⁷
58. Partners and third parties will monitor operations in inaccessible areas; they will be trained and supplied with equipment by WFP. A national food security assessment²⁸ in 2014 along with a baseline survey will provide references from which to measure progress. On-site monitoring and at least three annual post-distribution monitoring exercises will enable WFP to assess performance and beneficiary targeting.
59. WFP will exploit smartphones to collect data through a WFP server on C&V distributions and process, output and outcome indicators for triangulation against data from cooperating partners. The mid-term and final evaluations of PRRO 200719 will report on the outcomes.

²⁵ In non-drought years, C&V activities are more cost-effective than in-kind assistance. Markets in southern and central Mali have functioned well in non-drought years.

²⁶ Vouchers are being used in Gao: this will inform scaling up in other areas.

²⁷ M&E is aligned with the Strategic Results Framework (2014–2017) and the Country Office Monitoring and Evaluation Tool.

²⁸ Involving the early-warning system, WFP, FAO, the National Institute of Statistics, NGOs and the food security cluster.

RISK MANAGEMENT

60. The main contextual risks are insecurity, reduced access, displacements, natural disasters, changes to government policies and increased prices. WFP plans regarding access, emergency preparedness and remote operations will minimize operational impediments.²⁹ WFP will liaise with local authorities, police and MINUSMA on security matters. In light of the complex dynamics in Mali and MINUSMA's mandate under Chapter VII of the Charter of the United Nations, WFP will continue to pursue a principled humanitarian approach to maintain access and safeguard humanitarian space. WFP will work with NGOs and third parties for monitoring where access is constrained, and will continue consultations with the Government on policy. Markets are able to meet the demand created by C&V, but if this situation changes food transfers will be used.
61. Funding shortfalls and pipeline breaks are the main institutional risk. WFP's resourcing strategy includes working with the humanitarian country team and the Government to engage donors and raise funds. Forward purchasing will help to mitigate pipeline breaks and maximize on-time deliveries.
62. Programmatic risks relate to partnerships with the Government, NGOs and financial service providers, particularly in insecure areas, and potential abuse of resources. Mitigation will involve strict oversight and capacity development for financial management, monitoring, reporting and warehouse management will be supported by annual evaluations and compliance audits. Food losses or diversion of C&V transfers will be mitigated through accountable delivery mechanisms, training, third-party monitoring and information about entitlements.

Security

63. Insecurity in northern Mali restricts humanitarian space. In June 2014, WFP had access to most areas in five regions and the capital district, and indirect access in most other areas. Travel in the northern regions requires military escorts outside the cities. Cooperating partners carry out food distributions.
64. WFP complies with minimum operational security standards and United Nations security risk management rules, and collaborates with the country team through the United Nations Department of Safety and Security and the United Nations Security Management Team. Direct support costs will be increased to ensure compliance and access if security deteriorates.
65. The United Nations Humanitarian Air Service makes regular flights in consultation with the WFP security team and provides medical evacuation and standby support for humanitarian actors. A second aircraft improved access to remote locations in 2014, and the fleet will be reviewed as the situation evolves.

²⁹ WFP is strengthening its preparedness capacity in Mali to mitigate the operational impact of major hazards through staff relocation, alternative corridors and prepositioning food in a neighbouring country. WFP regularly updates its risk analysis to ensure operational preparedness and response.

ANNEX I-A

PROJECT COST BREAKDOWN			
	Quantity (mt)	Value (USD)	Value (USD)
Food			
Cereals	86 158	46 180 827	
Pulses	20 160	13 580 338	
Oil and fats	15 764	18 447 016	
Mixed and blended food	27 647	31 376 665	
Others	1 127	1 210 400	
Total food	150 856	110 795 247	
External transport		9 197 194	
Landside transport, storage and handling		42 251 301	
Other direct operational costs: food		20 971 105	
Food and related costs¹		183 214 847	183 214 847
Cash and vouchers		36 860 833	
Related costs		7 386 012	
Cash and vouchers and related costs		44 246 845	44 246 845
Capacity development and augmentation		10 155 619	10 155 619
Direct operational costs			237 617 311
Direct support costs (see Annex I-B) ²			52 482 286
Total direct project costs			290 099 597
Indirect support costs (7.0 percent) ³			20 306 972
TOTAL WFP COSTS			310 406 569

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

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

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

ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (USD)	
Staff and staff-related	
Professional staff	22 056 695
General service staff	6 249 586
Danger pay and local allowances	3 657 644
Subtotal	31 963 924
Recurring and other	7 397 475
Capital equipment	3 357 431
Security	2 068 982
Travel and transportation	5 444 474
Assessments, evaluations and monitoring¹	2 250 000
TOTAL DIRECT SUPPORT COSTS	52 482 286

¹ Reflects estimated costs for when these activities are carried out by third parties.



ANNEX II – LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Cross-cutting indicators		
Gender Gender equality and empowerment improved	Proportion of households where females and males together make decisions over the use of cash, voucher or food Proportion of households where females make decisions over the use of cash, voucher or food Proportion of households where males make decisions over the use of cash, voucher or food Proportion of women beneficiaries in leadership positions of project management committees Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	
Partnership Food assistance interventions coordinated and partnerships developed and maintained	Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector organizations, international financial institutions and regional development banks) Number of partner organizations that provide complementary inputs and services Proportion of project activities implemented with the engagement of complementary partners	
Protection and accountability to affected populations WFP assistance delivered and utilized in safe, accountable and dignified conditions	Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain) Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain) Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites	



ANNEX II – LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
<p>Outcome 1.1 Stabilized or improved food consumption over assistance period for targeted households and/or individuals</p>	<p>Diet Diversity Score</p> <p>Percentage of households with acceptable food consumption score (FCS)</p> <p>Percentage of female-headed households with reduced/stabilized coping strategy index (CSI)</p> <p>Percentage of households with reduced/stabilized CSI</p> <p>Percentage of male-headed households with reduced/stabilized CSI</p> <p>Diet Diversity Score (female-headed households)</p> <p>Diet Diversity Score (male-headed households)</p> <p>Percentage of households with acceptable food consumption score FCS (female-headed)</p> <p>Percentage of households with acceptable FCS (male-headed)</p> <p>Percentage of households with borderline FCS</p> <p>Percentage of households with borderline FCS (female-headed)</p> <p>Percentage of households with borderline FCS (male-headed)</p> <p>Percentage of households with poor FCS</p> <p>Percentage of households with poor FCS (female-headed)</p> <p>Percentage of households with poor FCS (male-headed)</p>	<p>No major disruptions of operations result from insecurity or drought.</p>
<p>Outcome 1.2 Stabilized or reduced undernutrition among children aged 6–59 months and pregnant and lactating women</p>	<p>Proportion of eligible population who participate in programme (coverage)</p> <p>Proportion of target population who participate in an adequate number of distributions</p> <p>Prevalence of acute malnutrition among children under 5 (weight-for-height as %)</p>	<p>No major outbreaks of disease occur.</p> <p>Partners provide complementary water, nutrition, sanitation and hygiene activities.</p>



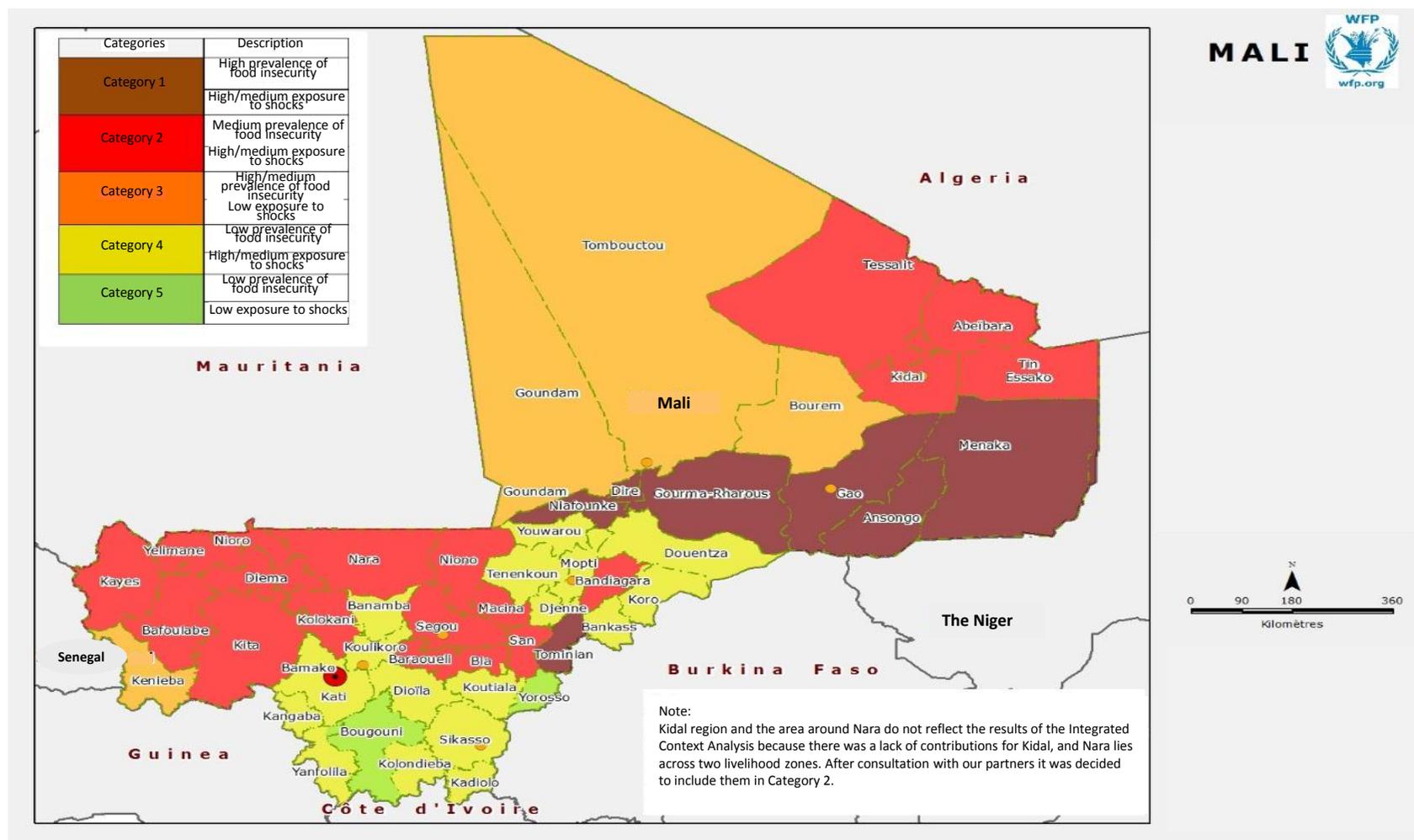
ANNEX II – LOGICAL FRAMEWORK

Results	Performance indicators	Assumptions
<p>Output 1.1 and 1.2 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	
<p>Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies</p>		
<p>Outcome 2.1 Improved access to assets and/or basic services, including community and market infrastructure</p>	<p>Percentage of communities with an increased community asset score</p>	<p>Beneficiary verification and monitoring prevents diversion of assistance.</p>
<p>Output 2.1 Community or livelihood assets built, restored or maintained by targeted households and communities</p>	<p>Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure</p>	
<p>Output 2.2 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</p> <p>Quantity of food assistance distributed, disaggregated by type, as % of planned</p> <p>Quantity of non-food items distributed, disaggregated by type, as % of planned</p> <p>Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p> <p>Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	

ANNEX II – LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger		
<p>Outcome 4.1: Reduced undernutrition, including micronutrient deficiencies among children aged 6-59 months, pregnant and lactating women, and school-aged children</p>	<p>MAM treatment default rate (%) MAM treatment mortality rate (%) MAM treatment non-response rate (%) MAM treatment recovery rate (%) Proportion of eligible population who participate in programme (coverage) Average number of schooldays per month when multi-fortified foods or at least 4 food groups were provided</p>	<p>Partners provide complementary inputs in health, water, sanitation and hygiene, feeding practices, food fortification and home gardening.</p>
<p>Outcome 4.2 Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels</p>	<p>Food security programmes national capacity index (NCI) School feeding NCI</p>	<p>Government is sufficiently stable and has resources to engage adequately.</p>
<p>Outcome 4.3 Increased equitable access to and utilization of education</p>	<p>Retention rate (boys) in WFP-assisted primary schools Retention rate (girls) in WFP-assisted primary schools Enrolment (boys): Average annual rate of change in number of boys enrolled in WFP-assisted primary schools Enrolment (girls): Average annual rate of change in number of girls enrolled in WFP-assisted primary schools</p>	<p>Government and civil society engaged and with capacity to reduce undernutrition and increase access to education.</p>
<p>Output 4.1 Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<p>Number of institutional sites assisted (e.g. schools, health centres), as % of planned Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned Quantity of food assistance distributed, disaggregated by type, as % of planned Quantity of non-food items distributed, disaggregated by type, as % of planned Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned</p>	



ANNEX II – LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
<p>Output 4.2 National systems for monitoring trends in food security and nutrition strengthened</p>	<p>Number of food security and nutrition monitoring/surveillance reports produced with WFP support</p> <p>Number of government counterparts trained in collection and analysis of food and nutrition security data</p>	
<p>Output 4.3 Policy advice and technical support provided to enhance management of food security, nutrition and school feeding</p>	<p>Number of government staff trained by WFP in nutrition programme design, implementation and other nutrition-related areas – technical/strategic/managerial – disaggregated by sex and type of training</p>	
<p>Output 4.4 Policy advice and technical support provided to enhance management of food supply chain, food assistance, nutrition and food security systems, including food security information systems</p>	<p>Number of national assessments/data collection exercises in which food security and nutrition were integrated with WFP support</p>	



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

ACRONYMS USED IN THE DOCUMENT

AGIR	Mali's Global Alliance for Resilience
BSF	blanket supplementary feeding
C&V	cash and vouchers
CFSVA	comprehensive food security and vulnerability analysis
CP	country programme
CSI	coping strategy index
EMOP	emergency operation
FAO	Food and Agriculture Organization of the United Nations
FCS	food consumption score
FFA	food assistance for assets
GFD	general food distribution
IDP	internally displaced person
M&E	monitoring and evaluation
MAM	moderate acute malnutrition
MINUSMA	United Nations Multidimensional Integrated Stabilization Mission in Mali
NCI	national capacity index
NGO	non-governmental organization
P4P	Purchase for Progress
PRRO	protracted relief and recovery operation
REACH	Renewed Efforts Against Child Hunger
SLP	seasonal livelihood programming
SUN	Scaling Up Nutrition
THR	take-home ration
TSF	targeted supplementary feeding
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund