



Republic of Niger
Office of the Prime Minister
National mechanism for disaster and food crisis prevention
(NMDFCP)

African Risk Capacity - Niger Operational Plan 2014 – 2015

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List of Acronyms

ADPRS	Accelerated Development and Poverty Reduction Strategy
CC / SAP	Coordination Unit of the Early Warning System
CCA	Food Crisis Unit
CFW	Cash for Work
CILSS	Permanent Interstate Committee for the Fight against Drought in the Sahel
CMC	Joint Consultation Committee
CNPGCA	National Committee for the Prevention and Management of Food Crises
CNSA	National Committee of the Early Warning System
CRC	Steering Committee for Consultation
DNPGCA	National Mechanism for the Prevention and Management of Food Crises in Niger
EPER	Survey Forecast and Valuation of Harvest
FEWS-Net	Famine Early Warning System (USAID)
FFW	Food for Work
FI	Response Fund
MDA	Ministry of Agricultural Development
MRA	Ministry of Animal Resources
OPVN	Office of Niger food products
TLU	Tropical Livestock Unit
SAP	Early Warning System
SDR	Rural Development Strategy
SGA	Deputy Secretary General
SIMA	Information System on Agricultural Markets
SIMB	Information System on Livestock Markets
SNR	National Reserve Stock
SNS	National Security Stock
WFP	World Food Programme

Introduction

The African Risk Capacity (ARC) provides parametric weather insurance coverage to African governments for agricultural seasons in case of drought. In return for premium payments into the mutual,¹ governments are eligible to receive a payout of up to USD 30 million. With Niger's significant exposure to catastrophic drought events, the ARC could help to improve the management of this risk and, if disaster strikes, enable a more timely humanitarian response.

Droughts significantly threaten record GDP growth in sub-Saharan Africa. At the household level, the consequences of droughts can be devastating. An ARC cost-benefit analysis (CBA) examined existing evidence regarding the timing of household coping actions when faced with a drought and the likely long-term cost impacts of these actions. From this baseline, the study then estimates the economic benefits in acting early and thus protecting a households' economic growth potential – that is intervening in time to prevent households' negative coping actions such as reduced food consumption, livestock death, and distressed productive asset sales, which, in the absence of external assistance, have increasingly pronounced negative consequences. The CBA calculates the economic benefits of getting aid to households in the critical three months after harvest could result in nearly USD 1,300 per household assisted in terms of protected economic gains².

In order to improve resilience to natural disasters, two key elements are required: risk management and investment. Investments that support long-term resilience against food insecurity can address chronic risks and provide a base of predictable on-going assistance that can support poor and vulnerable households to build assets and livelihoods, which will in turn develop resilience to cope with normal and somewhat frequent, mild shocks without external assistance. From this base level of investment, sound risk management becomes critical. This is where a tool such as ARC can offer the most value, providing dedicated contingency funds that can scale up safety net systems in a reliable, timely manner, allowing them to remain solvent and sustainable, protecting hard-won gains for households, and reducing countries' reliance on emergency appeals.

This Operations Plan outlines how ARC funds would be used in the case of a payout to Niger. It first outlines the general national drought conditions and the ARC risk transfer parameters for Niger. It then describes in detail the activities that would be pursued with ARC funds and finally provides additional practical information on the implementation and monitoring of this Operations Plan

¹ A mutual insurance company is owned and overseen by its members.

² Clarke, Daniel J. and Ruth Vargas Hill, "Cost-Benefit Analysis of the African Risk Capacity Facility," International Food Policy Research Institute, IFPRI Discussion Paper 01292, September 2013.

A. Description

A.I Background and Rationale

Covering 1,267,000 square kilometres, Niger is one of the largest areas of West Africa. It is also one of the driest countries in the sub-region with annual rainfall ranging from less than 100 mm to just over 800 mm. Based on rainfall, the country is sub-divided into a few different zones. The largest is a desert or sub-Saharan zone, where it rains less than 150 mm per year, which covers 77% of the area. The remainder of the country can be sub-divided into three sub-zones: a Sudanian zone (> 600 mm of annual rainfall) covering 1% of the territory, a Sahelian agro-pastoral zone (300-600 mm of annual rainfall) covering 10% of the area and a Saharan and Sahelian pastoral zone (150-300 mm of annual rainfall) covering the remaining 12%.

Niger has a population of more than 17 million, most of which inhabit a strip of land not exceeding one third of the territory. The main features of the population are high growth (3.9% per year), young age (more than 49.2% are under 15 years of age), low density (12.4 inhabitants/km² with a high concentration in the Sahelian and Sudanian zone in the southern third of the country), the trend towards urbanization (urbanization rate of 6.6% per year) and extreme poverty.

The people of Niger are facing a variety of crises and disasters related to a multiplicity of hazards – climatic, ecological, social and economic. These include localized or generalized recurrent droughts, periodic locust invasions, flooding associated with heavy rainfall or exceptional floods of rivers, recurrent outbreaks of cholera, meningitis, inter-community or armed conflicts causing displacement and escalating food prices. These hazards often result in food insecurity of varying degrees and/or worsening of malnutrition among children and women.

The high sensitivity of the agricultural sector to agro-climatic hazards and the high poverty rate are the main sources of Niger's vulnerability to food insecurity, malnutrition and other natural disasters.

The adverse consequences of disasters are exacerbated by three major factors:

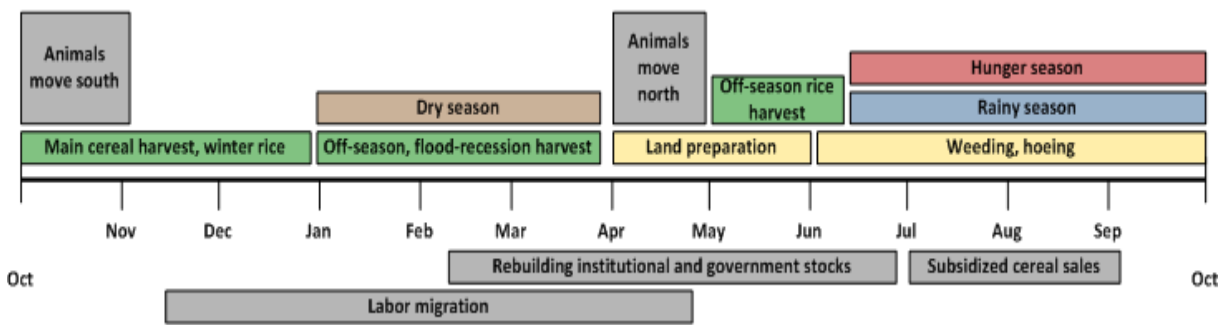
- climate changes (increased occurrence of phenomena);
- urban expansion as a result of population growth (growing population affected by these phenomena); and,
- cyclical fluctuations in international markets that have negative impacts on vulnerable populations.

The consequences resulting from these disasters often result in recurrent food and nutritional crises, adverse health impacts, asset depletion and loss of property and a decrease in production capacity and purchasing power of households. The most vulnerable populations tend to be the poorest people, as their capacity to adapt is reduced and their livelihoods depend in most cases on resources that are climate-dependent.

Niger is facing multiple forms of malnutrition. The prevalence of global acute malnutrition has consistently remained above the World Health Organization (WHO) alert threshold of 10%. In recent years acute malnutrition of children (boys and girls) aged 6-59 months has sometimes exceeded the emergency threshold of 15%. The prevalence stood at 15.3% in 2005, 16.7% in 2010 and 14.8% in 2012. Even in a 'normal' year, some regions show a prevalence of acute malnutrition beyond the emergency threshold during lean periods. In 2012, the prevalence of acute malnutrition exceeded the emergency threshold in the regions of Diffa (16.7%), Zinder (15.9%), Maradi (16.2%) and Tillabéri (16.6%).

Every year, at the end of the agro-pastoral season, the National Mechanism for the Prevention and Management of Food Crises (DNPGCCA) conducts an assessment of the food situation. It shows between 150 and 200 vulnerable areas affecting about 2.5 million up to 6 million people during the lean period.

Figure 1: 2012 Seasonal Calendar



Source: USAID/FEWS NET

Figure 2: Livelihood Zone Map 2011

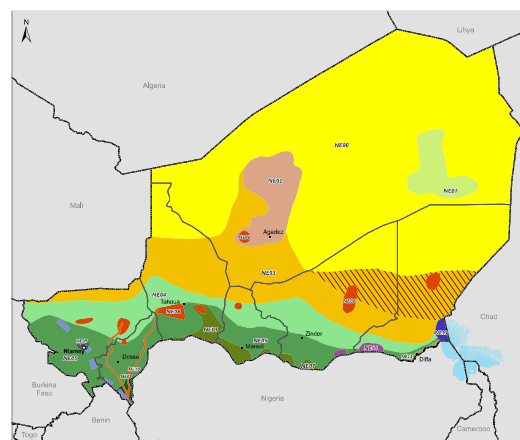
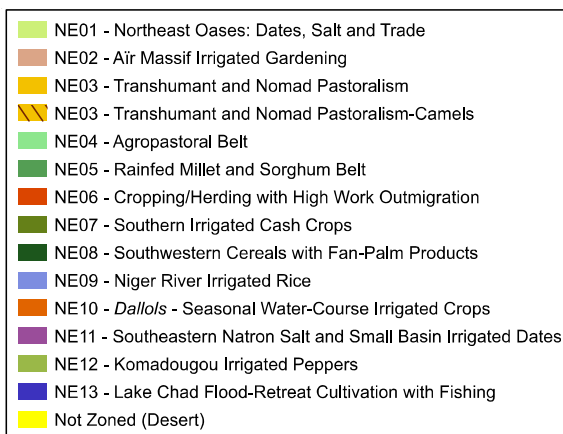


Figure 3: Drought Risk Zones

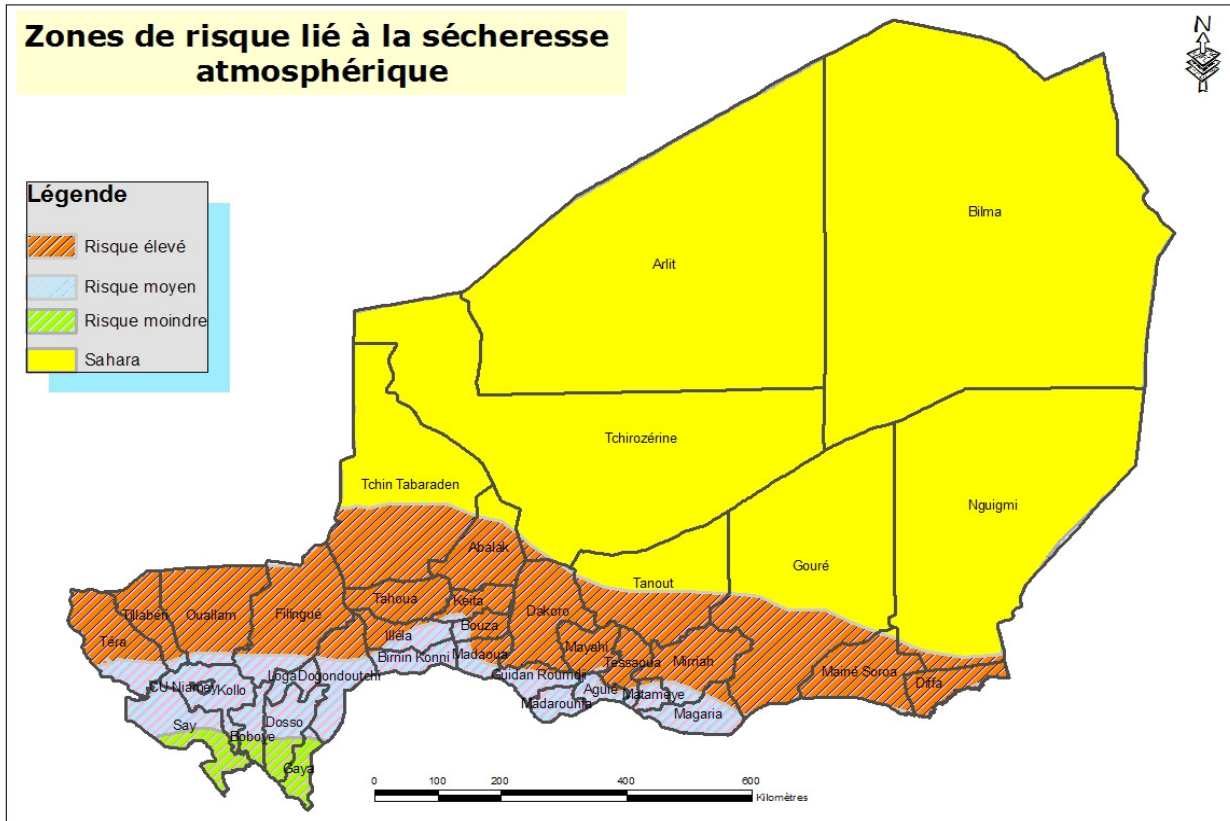
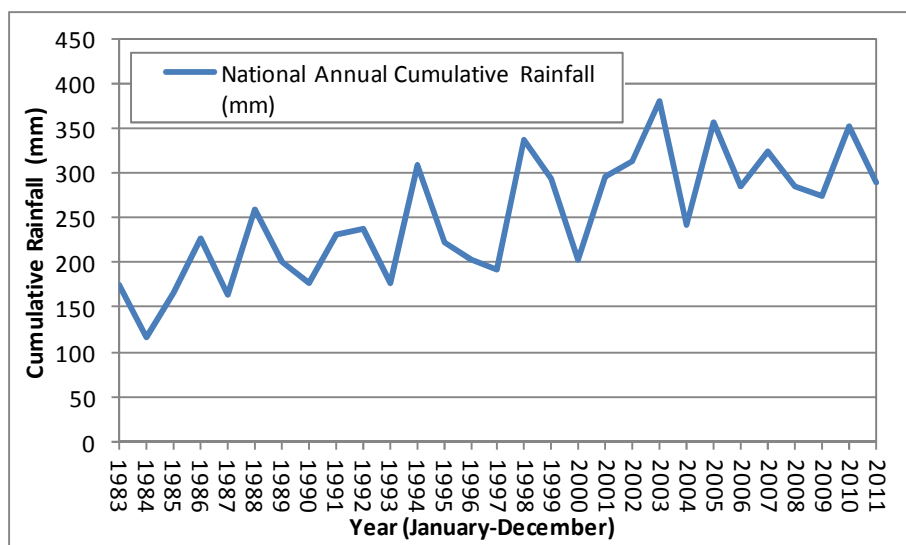


Figure 4: National Annual Cumulative Rainfall (mm)



Institutional Framework for Drought Management

The Government of Niger, in the framework of a common strategy, has been gradually strengthening its drought management system in recent years against the resurgence of disasters and food crisis. This work is now led by the National Mechanism for the Prevention and Management of Food Crises (DNPGCCA), a state corporation created in 1998 to provide leadership and coordination of food crises. Through the DNPGCCA, the Government of Niger and its donor partners have effectively institutionalised the drought management system in a permanent and specialised body.

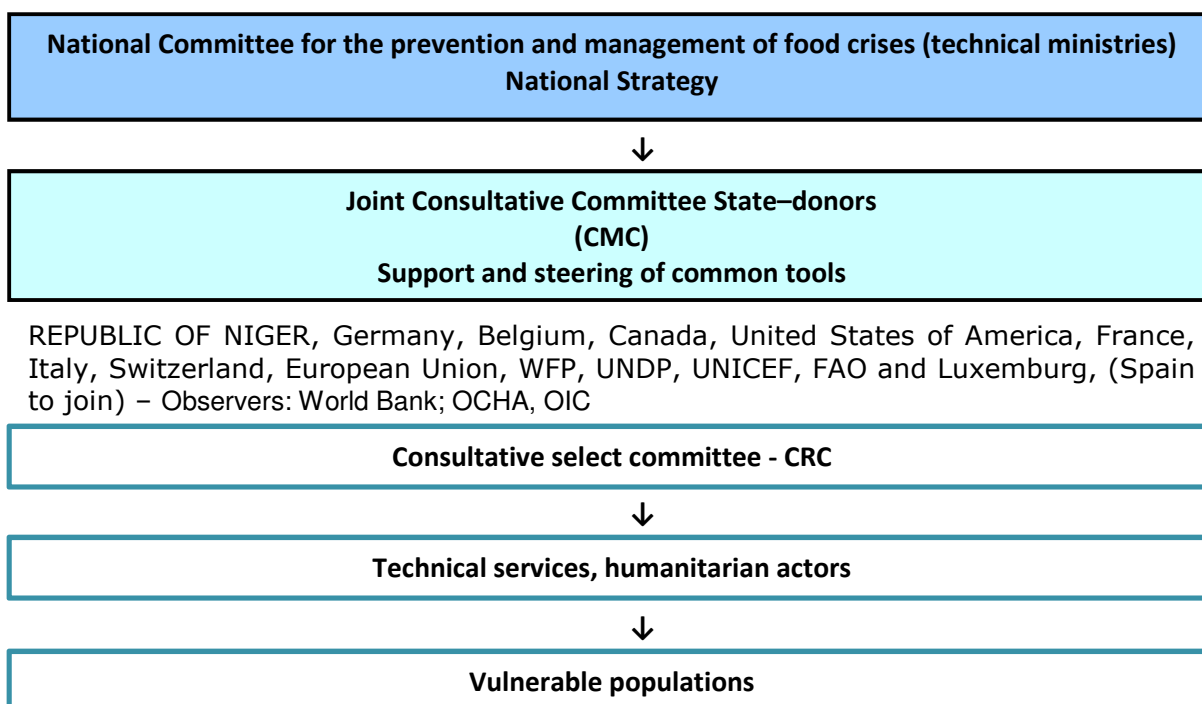
The Food Crisis (CCA) and Disaster Management Unit within the National Mechanism are the structures responsible for the Operation Plan development, coordination of food aid and supervision of crises and early recovery mitigation interventions (with support of Interdisciplinary Technical Groups).

The Objective

The main goal of the DNPGCCA is the definition and structure of operational strategies to reduce disaster risk, the frequency of food and nutritional crises, including their amplitudes and their impact on the living conditions of the population. The goals are to improve:

- Effectiveness of responses;
- Coherence of short and medium term;
- Effectiveness of information and communication for decision support; and,
- Advocacy for mobilization of actors and resources.

Organisation of the National Mechanism for Prevention and Management of Food Crisis:



Others elements of the DNPGCCA:

- Technical ministries: provide information required for analysis by the coordinating unit of the early warning system (CC / SAP) and relay to ensure the project management of the operations of the mechanism;
- Regional and sub-regional Committees for prevention and management of food crises that bring together all stakeholders to coordinate information and implement preventive and management measures against disasters and food crises in their administrative entities; and,
- Any structure involved in the prevention and management of disasters and food crises, reduction of chronic vulnerability and resilience of populations.

The implementation of the Operations Plan will be in compliance with the following principles of intervention:

- Results-Based Management (RBM): All stakeholders will adopt the results-based management approach both at the time of planning operations and their implementation;
- Alignment: The Operations Plan is part of the overall support plan, which will be the reference document for all emergency humanitarian assistance or early recovery, post-crisis or natural disaster operations;
- Harmonization: The effective and efficient implementation of the Operations Plan rests on the commitment of stakeholders to consult regularly, conduct joint or complementary actions; and,
- Accountability: The implementing partners are accountable for the results.

Other principles:

- Shared Governance and Transparency: The implementation of the Operations Plan is based on a shared inclusive vision and governance, a continuous flow of information and strict compliance with the principles of management and transparent fiduciary management.
- Decentralization: In accordance with the strategy of implementation of the Nigeriens Nourish Nigeriens (3N) Initiative, the Operations Plan will be implemented through local authorities (regions and municipalities).

A.II Selection of general risk transfer parameters

A.II.1 Extent of Coverage and Expected Frequency of Payout:

Collective discussions were held with the Government to discuss the requirements and objectives for setting the risk transfer parameters. There was a consensus that for Niger, given the high severity and high frequency of drought, a choice of a 5-year return period and USD 30 million of maximum coverage should be made. The risk transfer technical sub-working group then validated the selected parameters

with the results of the customisation of historical response costs derived from *Africa RiskView* (ARV) simulations.

Based on historical drought episodes in Niger and on the trade-off between simulated payouts and premiums paid over the reference period (over the historical period 2001 to 2011 had Niger been insured), the Government provisionally accepted the parameters indicated below.

Based on the below parameters and the current stage of ARV customisation, the expected premium of the insurance policy is expected to be between CFA F. 2,2 billion (USD 4.4 million) and CFA F. 2,7 billion (USD 5.4 million). This policy will include risk transfer of CFA F. 15 billion (USD 30 million). The premium will be paid in one instalment at the time indicated for all premiums for the risk pool.

Summary of Niger's Risk Transfer Parameters:

- Attachment point: 1-in-5 years, or= CFA F. 42,6 billion
- Coverage limit: CFA F. 15 billionn
- Exhaustion point: CFA F. 186.9 billion
- Ceding percentage: 10.4%

A.II.2 Geographic areas requiring the implementation of an operational plan

The regions below represent the most vulnerable areas to food insecurity. In a drought situation, priority will be given to the vulnerable populations in those regions using ARC funds for early response.

Regions	Number of villages	Population
Tillabéry	538	671,166
Tahoua	440	551 965
Zinder	1,032	515,211
Dosso	387	418,159
Agadez	276	219,960
Diffa	307	142,620
Maradi	656	162,951
Niamey	41	167,831
TOTAL	3,677	2,849,863

A.III Activities

A.III.1 Overview of Proposed Activities

ARC funds would be used to finance the Government-donor system pooled fund that funds the general Government drought response. Thereby, ARC activities integrate with the overarching relief framework.

Example: Government Contingency Response Framework 2012

The *plan de soutien* captures the Government's overall response strategy to the 2012 crisis. Conditional and unconditional transfers accounted for 45% of the overall budget, while nutrition activities represented 27% of needs. UN agencies implemented the majority of food and nutrition activities.

Beyond food and nutrition interventions, the Government implemented a series of complementary activities. In 2012, the authorities planned to carry out **subsidized grain sales** budgeted at USD 51 million, accounting for 12% of needs for the *plan de soutien*, which would require the Government planned to sell 80,000 tons of grain. The **reconstitution of the national grain reserve** is another common feature of the *plan de soutien*; this intervention was budgeted at USD 20 million in 2012, or 5% of overall needs. Support to community **cereal banks** and buffer stocks for cereal banks was also planned (USD 4.5 million, or 1% of the plan). Other interventions, such as destocking (7%) and seed distribution (1%) were more marginal contributors to aggregate budgetary needs.

The 2012 *plan de soutien* additionally included a **livestock** component. Provision was made for 20,000 tons of feed and support to 500 community feed banks, for a total amount of USD 7 million. Destocking of over 600,000 animals was provided for under the *plan de soutien* for a total amount of USD 30.1 million. Livestock losses are notoriously difficult to measure due the imprecision of the available data. However such losses are significant, considering the importance of herding to livelihoods in the country, and the fact that herds take years to recover after a drought. For **agriculture**, the *plan de soutien* provided for the distribution of 10 kilograms of millet, sorghum and cowpea. This activity, costing USD 11 per seed package, targeted approximately 442,000 farmers in food-deficit villages. Assuming a household size of 7, the activity would have reached approximately 3 million people. Overall, the 2012 *plan de soutien* cost USD 425 million, or approximately USD 106 per targeted beneficiary. The *plan de soutien* aimed to reach nearly 6 million beneficiaries.

Under the ARC, the following primary channels have been identified to reduce the impact on affected households in the wake of a drought:

- 1) Conditional Transfers: Cash for work and food for work;
- 2) Unconditional Cash Transfer;
- 3) Food Coupons;
- 4) Supplementary Feeding;
- 5) School Feeding;
- 6) Livestock Relief.

These initiatives, which will be quickly put in place so as to provide relief to affected populations, will be part of the Government's overall drought response framework.

A.III.2 Overall objectives of activities:

The implementation of this Operations Plan will help to achieve the following objectives:

- Improving the food situation of 407,124 vulnerable households;
- Restoring degraded lands;
- Helping children to continue to attend school;
- Improving on the nutritional status of children;
- Making up for the cereal deficit.

A.III.3 Expected Outcomes and Outputs:

In the implementation of the Operations Plan, the following effects are expected:

- **Outcome 1:** Improved access to basic food products for poor households with conditional and unconditional cash transfers
 - **Output 1.1:** 30,000 vulnerable households receive conditional cash transfer
 - **Output 1.2:** 30,000 poor households receive non-conditional money transfer
- **Outcome 2:** Improved access to basic food products for poor households and with no assets, with food or coupon for food supply
 - **Output 2.1:** 97, 875 vulnerable households participate to asset creation and rehabilitation of livelihoods through labour operations for food
 - **Output 2.2:** access to food products is made easier to 15,000 poor households through food or coupon for food supply
- **Outcome 3:** Protecting household livestock assets via subsidized sale of animal feed
 - **Output 3.1:** 10,000 tons of animal feed are sold at moderate prices
- **Outcome 4:** Students of vulnerable households attend regularly classes
 - **Output 4.1:** 15,000 students are supported in schools with canteens in drought-affected areas
 - **Output 4.2:** 2,676 tons of dry ration distributed to 14,000 mothers of students transferred to schools with canteens
- **Outcome 5:** Reducing malnutrition among children aged 0 - 59 months
 - **Output 5.1:** 1,338 tons of protection rations distributed to mothers of children under 5 years admitted to nutrition centres for malnourished children (CRENAMs)
- **Outcome 6:** Improved response times in providing assistance to targeted households
 - **Output 6.1:** Assistance to affected households timely provided
- **Outcome 7:** Improving execution time of ARC activities
 - **Output 7.1:** Activity timely completed

A.III.4 General Drought Response Strategy

In 2011 the Government of Niger launched the Politique Nationale de Protection Sociale (PNPS). The PNPS, a multi-stakeholder programme, is targeting a large section of the population that is poor and highly susceptible to various risks, including drought. The PNPS is a strategy that outlines food transfer and the use of cash-based programmes for social protection. The goal of the PNSP is to provide these populations within the safety net with ongoing support so that they can move out of chronic poverty and become more resilient to shocks. While this program provides beneficiaries with both cash and food, these allocations are based on the overall needs during average rainfall seasons. Because needs increase during times of drought, the ability to increase this allocation for both chronic and transient beneficiaries is paramount to the efficacy of the safety net. In this context, the World Bank's Safety Net Programme was approved in April 2011 for a total cost of USD 70 million that was provided to the Government of Niger via an International Development Association (IDA) credit.

A.III.4.1 Activity 1: Conditional Transfer (cash for work and food for work)

General Description

The Cash for Work (CFW) and Food for Work (FFW) transactions are carried out between December and February. The objective is to enable targeted households to receive an amount of CFA F. 1,300 (USD 2.63) per day over a period of 25 days of monthly work. The amount distributed is CFA F. 32 500 (USD 65.84) per month per target household, or its food equivalent (e.g. cereals, legume, oil) for two months.

CFW and FFW transactions are selected for the benefits they bring to vulnerable populations. They simultaneously increase the populations' income, restore the environment by supporting household food production and watershed management (development of ponds, dune stabilization, kori processing, land rehabilitation, tree planting), and fight against temporary migration by retaining the populations concerned (taking care not to deprive people of a survival strategy and ultimately strengthening their resilience).

Operations

In order to target the most vulnerable households, the vulnerability data from the HEA³ (Household Economy Analysis) method will be applied progressively and combined with community targeting given the time constraints. The September rapid food security monitoring joint mission (undertaken by CILSS, FEWS NET, WFP, and Government) findings will be used to identify the areas at risk. Areas of livelihood are determined throughout the country. Gender will be taken into account in the implementation of activities.

³ HEA is a livelihoods-based framework for analysing the way people obtain access to the things they need to survive and prosper

The type of action and community site to offer will be based on its relevance in the agro-ecological zones. CFW activities will be undertaken in the municipalities where the markets are well supplied and functional. Otherwise FFW transactions will be preferred. Food transfers provide a food ration of a value below the dominant wage rate for unskilled labour. Likewise, cash transfers are sized to remain below the market-clearing wage rate in order to avoid disruption to the casual labour market. Beneficiaries typically work for five months during a period that straddles the post-harvest period and the dry season

In pastoral areas, this type of activity can be used for actions to protect grazing areas or other community work to restore the environment, for example removing sand from water points.

Based on the experience of crisis mitigation through the support programme, the sustainability of work carried out under the CFW and FFW is provided by the beneficiaries and the municipalities concerned that will be involved and empowered in the design, implementation and development work carried out.

The DNPGE safety net and food crisis unit will ensure overall coordination, supported by WFP as a partner. Technical ministries in the rural sector (including agriculture, livestock, environment and rural engineering and community development) will be heavily involved and empowered in advisory support, quality control, monitoring and implementation. The technical implementation will be entrusted to NGOs, microfinance institutions (MFIs) and CSRs / PGCCAs on terms to be determined. Monitoring and control will be carried out on the basis of the note on the monitoring / evaluation of previous CFW programmes.

A.III.4.2 Activity 2: Unconditional Cash Transfer

General Description

Cash transfer is recommended in areas with apparent grain availability. Households in severe food insecurity in vulnerable areas where markets are well supplied and functional will receive a monthly transfer of CFA F. 32,500 (USD 65.84) to help beneficiaries meet the standard monthly consumption of cereals, legumes and oil in a household.

The transactions are planned over a period of two months starting from December and will involve 210,000 people, or 30,000 households.

Operations

The implementation of transactions will take into account socio-economic variables to refine targeting and identify beneficiaries of direct cash transfer. As these interventions will take into consideration the functioning of markets, a market analysis will be conducted by the system for the monitoring of agricultural markets (SIMA), under the authority of the Ministry of Commerce, from October when the crop failure is confirmed.

The funds will be made available to microfinance institutions that have proven themselves in the conduct of these types of transactions with the Government of Niger - more specifically the DNPGEFC - and its development partners. Frequent monitoring missions will also be conducted at all levels by the

decentralized structures of the national mechanism for prevention and management of disasters and food crises.

A.III.4.3 Activity 3: Coupon for Food

General Description

The Coupon for Food transactions are recommended in areas with apparent availability of cereals and local operators. They are conducted for a period of two months starting from December and will involve 15,000 vulnerable households.

Operations

Selected households will be provided with coupons which will allow them to acquire food. The coupon is non-convertible to cash, and will be restricted to the purchase of certain specific foods available on the market. The retailers identified and selected to provide such services can be reimbursed for the coupons received from beneficiaries through the banking system with the value of the coupon agreed in advance.

The coordination of this activity will be ensured by the DNPGCCA while the implementation will involve the banking system, retailers and development partners such as WFP and NGOs. Cooperating partners will conduct monthly missions to monitor all transactions.

A.III.4.4 Activity 4: Support to Cattle Feed Breeders

General Description

This transaction aims to create the conditions for making available to vulnerable breeders cattle feed over a period of two months starting from December and in targeted vulnerable areas. It provides accessibility and availability of complementary foods (e.g. cakes, bran cereal, and enriched flour) to reduce animal mortality due to drought and retain breeders.

Operations

This activity aims to bridge the fodder deficit and help create the conditions for a permanent supply of breeders feed throughout the dry season. Initial stocks will be placed on time and a reliable system for renewal will be put in place. The expected result of this activity is the regular availability of feed throughout the country, particularly in high-risk areas already identified through the rapid monitoring system. Cattle feed will be sold at reduced prices to breeders. The productive nucleus of the livestock will be targeted to prevent the deterioration of their nutritional status. To do this, a daily ration of 1 kg / TLU for a period of three months starting in December will be sold at reduced prices. The coordination of this activity is shared jointly by the Ministry of Livestock and the unit of food crisis (CCA). Pastoral development management, regional offices, departmental offices, basic intervention centres, and associations will be involved in implementation. Monthly missions to monitor and control transactions will be undertaken.

A.III.4.5 Activity 5: School feeding**General Description**

The School Feeding programme is designed to allow children who have no family support to continue their education. This operation will take place over a five-month period (October - February) and the ARC payout will be used to complement it from December to February.

Operations

School canteens will be opened or strengthened in the most vulnerable areas. Food will be purchased on local markets, carried by local trucks and managed by a system set up by the State. This activity is coordinated by the Ministry of Education. The implementation is conducted by its decentralised structures as well as WFP and NGOs.

Monitoring the entire operation will be entrusted to the education regional offices and the educational inspectorates.

A.III.4.6 Activity 6: Organize operations to distribute protection rations to mothers of malnourished children**General Description**

This intervention helps to mitigate the negative consequences of food insecurity in vulnerable groups of children aged 6 - 23 months and their mothers. It will run from December to February, with ARC funds complementing it during that same period.

The monthly distribution of nutritional supplements to mothers of children under 6 months of age aims to improve or maintain their nutritional status in the face of food vulnerability during the period of exclusive breastfeeding. It will involve 7,000 lactating mothers during the beginning of the crisis (September-January). The ration per person per day consists of 250 g of super cereal and 25 g of oil.

Operations

Successive Government surveys over the past decade have shown that global acute malnutrition (GAM) levels in Niger fluctuate above emergency levels. High levels of acute malnutrition are a structural, long-term issue, exacerbated by shocks. According to the June 2012 SMART survey, the GAM rate reached 14.8%, compared to 12.3% in June 2011 and 16.7% in June 2010. In a 'normal' year, the number of children affected by malnutrition is elevated. The total number of children requiring assistance for GAM never falls far below 300,000 in Niger; prevalence at the national level has never been measured below the WHO's 'serious' threshold of 10% in the past decade. The number of severely malnourished children rose from 300,000 in 2011 to 393,000 in 2012.

The consequences of malnutrition justifies prevention, screening and early treatment. An ARC payout would contribute toward providing protection rations to mothers of malnourished children. The aim of nutritional interventions is to reduce morbidity and mortality due to malnutrition among vulnerable groups (e.g. children under five years and pregnant women).

This nutritional support will be integrated into the system of comprehensive care, which will include:

- Outpatient management of moderate acute malnutrition;
- Management of severe acute malnutrition without complications on an outpatient basis and in the intensive care centres (TFCs);
- Active and systematic screening for malnutrition.

A.III.5 National Coordination and Implementation of Activities

A.III.5.1 Needs Assessment

Information and warning system:

The information and warning system in Niger comprises several components for the collection of indicators to monitor and analyse information from different sources. This system, organized from the field to the national level, is integrated into the regional system for prevention and crises management conducted under the leadership of CILSS, which exercises a permanent monitoring of the food situation in nine countries of the Sahel region, while taking into account the situation of border and coastal countries.

The national information and warning system comprises the following:

- The crop forecast and estimate survey (EPER) under the authority of the Ministry of Agricultural Development (MDA);
- The system for monitoring agricultural markets (SIMA) under the authority of the Ministry of Commerce;
- Establishment of the feed balance by the Ministry of Animal Resources (MRA);
- The system for monitoring livestock markets (SIMB) under the authority of the MRA;
- Monitoring of the food and nutrition situation through the early warning system (EWS).

EPER, coupled with continuous monitoring of the crop year, allows the finalization of the national cereal balance.

SIMA ensures the collection and continuous monitoring of cereal prices and other food products on a large sample of markets across the country. It also allows, in collaboration with WFP and FEWS NET, close price monitoring during lean periods in risk area markets.

The Ministry of Animal Resources ensures annual monitoring of pastoral areas and the establishment of fodder balance. The SIMB ensures the collection and continuous monitoring of livestock prices in specific markets throughout the country.

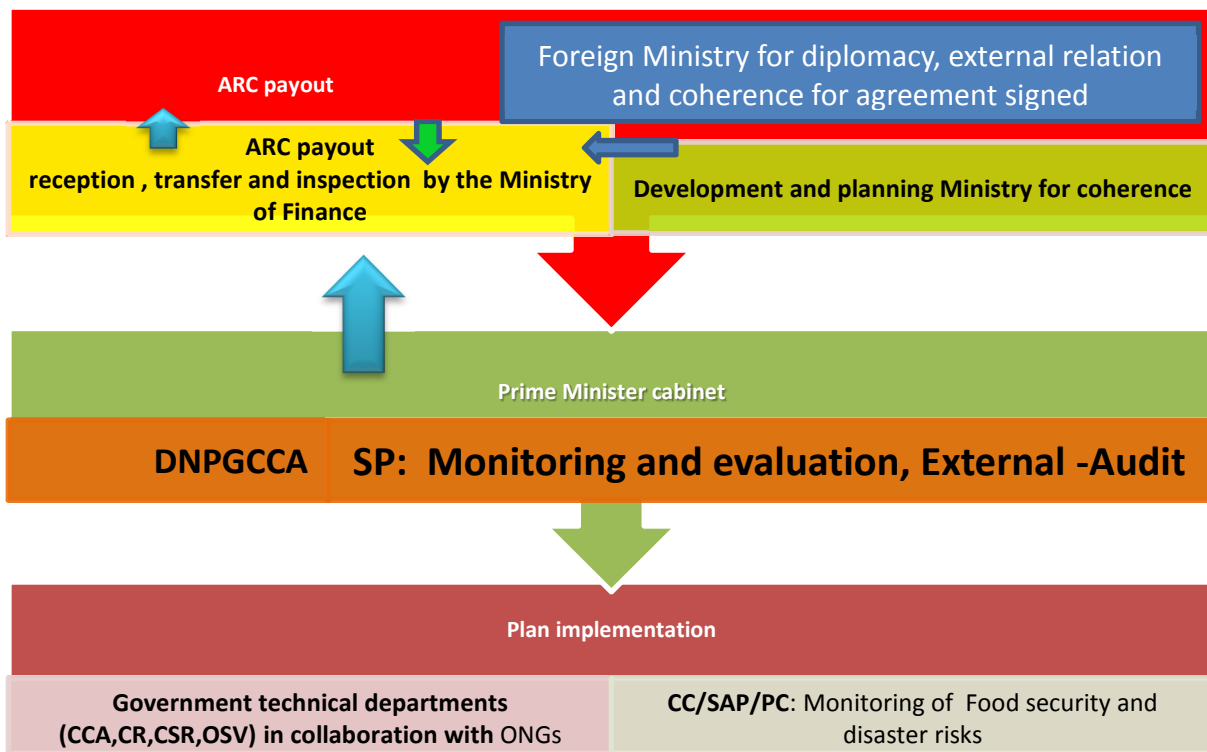
All general information is made available to the CC / SAP which organizes risk area identification (called "vulnerable areas") and the establishment of a mechanism for monthly monitoring of the population's food security situation in these areas.

Evaluating emergency needs

The evaluation of emergency needs concerns:

- the food situation of groups at risk;
- analysis of data from different missions;
- analysis and mapping out of village and household vulnerability (LCA studies);
- analysis of the nutritional status of the most at-risk groups; and,
- beneficiary identification and determination of their food needs.

These evaluations will be conducted jointly with other partners, including SAP, FEWS NET, UNICEF, etc..



A.III.5.2 Transactions and Logistics for Food Procurement

All transactions will be part of the Operations Plan adopted within the DNPCCA, and all activities will be implemented through the mechanism and in close collaboration with the stakeholders involved.

To respond to a major crisis at the national level, the national reserve stock, with a capacity of 100,000 tons of cereals, and the food security fund, with an equivalent value of 50,000 tonnes, are at the disposal of the DNPCCA and can be used to supply food assistance programmes.

The Office of Food Products of Niger (OPVN) is responsible for the maintenance of the national security stock and logistical management of food aid through a service delivery agreement with the CCA. In addition to its tools, the Government of Niger, in collaboration with its partners, will resort to cereal purchase on the regional and international markets.

Niger has several points of access to the sea through Benin, Togo and Ghana. The ports of Cotonou and Lome are regularly used for food imports. The road network in Niger is relatively operational with laterite tracks to reach many districts and municipalities. Carriers will be contracted to deliver food within the deadlines set.

The majority of transport operations will be provided by the fleet of trucks and vans of approved private carriers. The capacity of this private fleet is about 2,260 Mt, excluding subcontracting. The contracts may be concluded on the basis of tonnage (CFA F. / mt) for a specified time, or on the basis of truck hire (FCFA / truck / month). In the latter case, the Government and its partners have control over all the movements and schedules of trucks. Carriers are quite experienced in the field of food delivery and able to ensure deliveries within prescribed deadlines. In emergency situations, it is possible to expand the restricted list of service providers.

The country has a large storage capacity through the OPVN, which has stores that can contain 136,000 Mt of food, of which about 89,300 Mt are located in eight regions and other middle-sized towns, and are directly managed by the OPVN. Other shops, scattered in villages or settlements, are under the responsibility of the departmental authorities. The OPVN stores are reliably built with solid materials in accordance with international standards. Some NGOs are already using OPVN stores. In addition, some villages have cereal banks set up by development projects. They are not always consistent with the same standards, but can be used in case of emergency and for a brief period of storage.

A.III.5.3 Flow of Funds

ARC funds will be received at the National Treasury, which will then transfer them to the account of the government-donors mechanism (DNPCCA), which is the structure coordinating interventions. Thus, the ARC funds will supply the intervention fund used for mitigation actions in the event of shocks. The use of funds will comply with the DNPCCA's accepted rules of operation. Consequently, these rules allow the mechanism to ensure early intervention for vulnerable populations.

Example: Early Food and Nutrition Response in 2011/12

The food and nutrition response in Niger 2011/12 may be contrasted with its response to the 2010 food and nutrition crisis. Government and UN responses were launched in the fourth quarter of 2011, only weeks after crop losses were confirmed. Government declared an emergency in 2011 and the DNP-GCA adopted a preliminary support plan of USD 76 million, covering December 2011 to February 2012. Government also launched consultations on the '3N' programme in 2011.

WFP's initial early response targeted 1 million beneficiaries, including through cash and food for assets interventions. The intervention took advantage of the relatively favourable procurement prices that early response allows. The WFP emergency operation that was approved in April provided for an integrated food and nutrition lean-season response covering additional 3 million beneficiaries. WFP's experience in 2011/12 illustrates how 'early response' can be implemented in Niger and the Sahel.

A.III.5.4 Monitoring and evaluation system

The internal monitoring and evaluation of drought response activities is planned at three levels:

- monitoring the implementation of interventions must be performed by the monitoring and evaluation unit of the CCA;
- the evaluation of the impacts of interventions on the food situation must be performed by the 'monitoring' unit of the SAP;
- the internal financial control is exercised by the Chief Financial Officer of the DNP-GCA.

This internal monitoring should be based on the organization of a decentralized system that empowers each level (municipal, departmental, regional) of DNP-GCA for data collection and analysis. An evaluation and external audit should be conducted by the Government at the end of operations to assess the effectiveness and impact of responses, as well as proper management of financial resources.

Each actor involved in the operations must also organize a monitoring system of their interventions on the ground. These actors should also elaborate a monthly financial and operational report (including disaggregated beneficiaries, food or cash distributed, etc.) of their own actions and agree to submit them to the DNP-GCA for a comprehensive analysis. The DNP-GCA is responsible to consolidate the monthly reports as well as the final report and submit to ARC agency.

A.IV Risks and assumptions

The implementation of this Operations Plan, in view of its urgency, includes several risk situations. The Government will take steps to reduce them to an acceptable level and will cover the residual risks. Potential risks include:

- Delays in starting the transfer operations due to delays in operationalization;

- Non-compliance with the execution deadlines for the operations as provided for in the agreements between the Niger and ARC;
- Lack of availability of food markets despite cash transfers;
- Lack of appropriate structures and solid implementing partners with sufficient resources; and,
- Inability to identify a sufficient number of beneficiaries.

B. Budget

If a payout is imminent, the Government will adjust the plan following the needs assessment findings. Based on the payout size the Government will prioritize the most vulnerable areas and the most vulnerable households within those areas. To that end, focus will be put on a specific activity or activities that are appropriate for the situation. The description in this submission would expand on the initial submission described above for the activities.

Activities	Number of households	Quantities (T)	Amount (CFA F.)
Conditional transfer (CFW)	30,000		2,000,000,000
Unconditional Transfer	30,000		2,000,000,000
Food for Work (FFW)	97,875	11,376	3,728,571,429
Coupons for Food	15,000		1,000,000,000
Cattle feed	50,000 UBT	10,000	2,000,000,000
School feeding	15,000 students	2,868	1,071,428,571
Dry rations distributed to mothers of students transferred to schools with canteens	14,000	2,676	1,000,000,000
Additional rations to mothers with children under 5 years of age.	7,000	1,338	500,000,000
Logistic support			1,500,000,000
Final monitoring and evaluation			170 000 000
External audit			30 000 000
TOTAL			15,000,000,000 (USD 30,000,000)

Notes:

- **Conditional transfer:** CFW will be spread over two months or CFA F.65,000 (F 32,500 x 2). The amount of remuneration is CFA F. 1,740,000,000, or 87% of the global budget. The implementation costs are estimated at 15% of remuneration, or CFA F. 260,000,000.
- **Unconditional transfer:** as above.
- **Work for Food:** on the basis of 200 kg of grain per household over two months, with CFA F. 3,371,071,429 for the purchase of grain and CFA F. 357.500 000 as implementation costs.

- **Coupons for Food:** on the basis of CFA F. 65,000 per household over two months, with CFA F. 869,700,000 for remuneration for coupons and CFA F. 130,300,000 for the cost of implementation.
- **Cattle feed:** on the basis of 10,000 tons X CFA F. 200,000 / T = CFA F. 2,000,000,000 (including acquisition, transportation and implementation). These are additional needs for about 50,000 UBT.
- **School feeding:** CFA F. 217,500,000 will be used for the acquisition of 669 tons of food and CFA F. 32,500,000 will be disbursed as implementation cost.
- **Additional rations to women:** CFA F. 435,000,000 will be used for the purchase of 1,338 tons of food and CFA F. 65 million will be used as implementation cost.

C. Logical Framework

Result Chain	Performance indicator	Means of verification	Risks and assumptions
1.Conditional and Unconditional cash transfer			
Outcome 1: Improved access to basic food commodities of poor households with conditional and unconditional cash transfers	Targeted households receive their financial support in the first two months following the payment of ARC funds	Activities reports CCA, partners,	Appropriate structures and strong implementing partners have sufficient resources
Output 1.1: 30,000 vulnerable households receive conditional money transfer	<ul style="list-style-type: none"> • Number of households that have received transferred money • Areas treated or rehabilitated (ha) • Amount distributed • Number of structuring micro-works achieved 	CCA, NGOs, IMF, WFP Activities monthly reports Filed monitoring reports	Delays in the start of transfer operations due to delays in operationalization Non compliance with the execution deadlines for operations as provided for in the agreements between the State of Niger and ARC. The targeting methodology adopted is flawed - the project does not reach the most vulnerable people. Payment mechanisms are ineffective - Paying agents are unable to deliver on time payments to beneficiaries. This undermines the credibility of the system.
Output 1.2: 30,000 poor households receive unconditional money transfer	<ul style="list-style-type: none"> • Number of poor households beneficiaries of unconditional money transfer • Amount distributed 	CCA, NGOs, IMF, WFP Activities monthly reports Field visit report	Non compliance with the execution deadlines for operations as provided for in the agreements between the State of Niger and ARC. The targeting methodology adopted is flawed - the project does not reach the most vulnerable people. Payment mechanisms are ineffective - Paying agents are unable to deliver on time payments to beneficiaries. This undermines the credibility of the system
2.Food for Work			
Outcome 2: Improved access to basic food commodities of poor households without assets, with	<ul style="list-style-type: none"> • Improved household food consumption score (% of communities with a higher 	Survey reports EWS, WFP, FAO	Identification of a sufficient number of beneficiaries

food or coupon for food	score)		
Output 2.1: 97 875 vulnerable households participate to asset creation and rehabilitation of livelihoods through labour operations for food	<ul style="list-style-type: none"> • Number of people who participated in the operations of assets creation and rehabilitation, • Number of people trained to conduct the work, • Areas treated or rehabilitated • Number of structuring micro-works achieved • Number of poor households who have received food 	<p>CCA, NGOs, Decentralised structures</p> <p>Activities monthly reports</p> <p>Field visit report</p>	<p>Non compliance with the execution deadlines for operations as provided for in the agreements between the State of Niger and ARC.</p> <p>The targeting methodology adopted is flawed - the project does not reach the most vulnerable people.</p> <p>Payment mechanisms are ineffective - Paying agents are unable to deliver on time payments to beneficiaries. This undermines the credibility of the system.</p>
Output 2.2: Access to basic food products is made easier to 15,000 poor households through food or coupons for food	<ul style="list-style-type: none"> • Number of poor households who have received and executed purchases with coupons • Amount distributed • Type of foodstuff purchased by beneficiaries 	<p>CCA, NGOs, decentralized structure</p> <p>Activities monthly reports</p> <p>Monitoring report</p>	<p>Unavailability of food markets despite cash transfers</p> <p>Non compliance with the execution deadlines for operations as provided for in the agreements between the State of Niger and ARC.</p> <p>The targeting methodology adopted is flawed - the project does not reach the most vulnerable people.</p>
3. Cattle feed for productive nucleus			
Outcome 3 Protecting household livestock asset via animal feed subsidized sale	<ul style="list-style-type: none"> • Mortality rate reduction within productive nucleus 	<p>CCA, Ministry of livestock,</p> <p>Activity final report</p>	
Output 3: 10,000 tons of cattle feed are sold at moderate prices	<ul style="list-style-type: none"> • Number of cattle feed banks increased • Quantity of cattle feed delivered • Number of breeders with available millet bran and cotton seed in the domestic market I 	<p>CCA, NGOs, Ministry of livestock</p> <p>Activities monthly reports</p>	<p>Non compliance with the execution deadlines for operations as provided for in the agreements between the State of Niger and ARC.</p>

		Registration, Distribution report	
4. School feeding programme			
Outcome 4: Students from vulnerable households attend regularly classes	<ul style="list-style-type: none"> Decrease in the dropout rate 	Regular monitoring report, CCA	Presence of appropriate and solid structures, as described in the operational plan
Output 4.1: 15,000 students are supported in schools with canteens in drought-affected areas.	<ul style="list-style-type: none"> Quantity of food delivered Number of students concerned 	Monitoring report Distribution report ONGs, Directorate of nutrition, Ministry of education	Non compliance with the execution deadlines for operations as provided for in the agreements between the State of Niger and ARC. Food does not reach the recipients who are students
Output 4.2: 2,676 tons of dry ration distributed to 14,000 mothers of students transferred to schools with canteens.	<ul style="list-style-type: none"> Quantity of food delivered Number of students concerned Number of affected mothers 		Non compliance with the execution deadlines for operations as provided for in the agreements between the State of Niger and ARC. Food does not reach the recipients who are mothers of students transferred to canteens
5. Ration protection for malnourished children			
Outcome 5: Reduced malnutrition among children aged 0 - 59 months	<ul style="list-style-type: none"> Improved food consumption score of households with at least one child admitted to CRENAM 	Monitoring reports Monthly progress report Partners, health centres, Directorate of nutrition	Presence of appropriate and solid structures, as described in the operational plan
Output 5: 1,338 tons of protection rations distributed to mothers of children under 5 years of age admitted to CRENAMs	<ul style="list-style-type: none"> Number of children admitted to CRENAMs Quantity of food distributed to mothers of children admitted to CRENAMs 	Monitoring report Distribution report ONGs, Directorate of	Non compliance with the execution deadlines for operations as provided for in the agreements between the State of Niger and ARC.

		nutrition, Unicef	
Outcome 6: Faster delivery of assistance to targeted households	First contact with the targeted beneficiaries within 120 days after the payment of ARC funds to the country concerned.	Activities monthly reports, Final report, monitoring report CCA	Presence of appropriate and solid structures, as described in the operational plan
Outcome t 7: Faster implementation of activities put in place under ARC	Overall duration of the establishment and achievement within 180 days	Activities monthly reports, Final report, monitoring DNPGCCA	Identification of a sufficient number of beneficiaries.

D. Plan of action (Schedule of activities, implementing agencies, and partners).

Activities	Timetable implemented						Implementing agency	Implementing partners
	Sept	Oct	Nov	Dec	Jan	Feb		
Needs assessment		X	X					
Areas at risk identification and targeting of beneficiaries		X	X					
Payout reception into the dispositive pooled fund			X					
Conditional transfer (CFW)				X	X		CCA, CFS	WFP, NGOs, IMF
Unconditional transfer				X	X		CFS	WFP, NGOs, IMF , CCA
Food preposition to the field		X	X				CCA	Transporters
Food for Work (FFW)				X	X		CCA	WFP, NGOs
Coupons for Food				X	X		CCA,	WFP, NGOs
Cattle feed				X	X		CCA, Ministry of Livestock	NGOs
School feeding				X	X	X	Ministry of Education	WFP, NGOs
Additional rations to mothers and children under 5 years of age.				X	X		Directorate of Nutrition	UNICEF, NGOs, CCA
Monitoring and Evaluation		X	X	X	X	X	CCA, decentralized structure	NGOs and partners